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SURVEY

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Columbia University Press takes pleasure in announcing that *Social Case Recording*, by Miss Gordon Hamilton, is now in its second printing a few months after publication. We believe this information will be of interest to those readers of the *Survey Mid-Monthly* who have not yet secured a copy of this highly praised, highly useful book. The publishers would also like to call to your attention a recently published pamphlet, *Evaluative Research in Social Work*, by Eleanor T. Glueck. Both of these publications may be secured for 10 days' free examination, subject to approval or return, by writing to Columbia University Press, Box B237, 2960 Broadway, New York City. The price of *Social Case Recording* is $2.50; the price of Dr. Glueck's pamphlet is 25c.

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DECEMBER 1936 CONTENTS VOL. LXXII No. 12

Off Again—RELIEF—On Again ..... GERTRUDE SPRINGER 355
Gauging the Flow of Relief ..... RALPH G. HURLIN 358
Experiment for Youth ..... W. B. MCKENNA 359
Average-Town Shoulders Its Load ..... RUTH A. LERRIGO 361
Civil Service in Action ..... BENJAMIN GLASSBERG 363
Institutes—Pro and Con ..... HELEN I. CLARKE 364
Noble Profession ..... RALPHYNE BRADY 365
Behavior As It Is Behaved 366
Mr. Antoski Gets Religion ..... ELEANOR ROWLAND WEMBRIDGE 366
Twenty-Five Years Ago in The Survey 367
The Common Welfare 368
The Social Front 370
Relief • Jobs and Workers • Civil Service • Social Insurance • States Vote • Public Assistance • The Public's Health • Nurses and Nursing • School Health • In School and Out • Housing • Volunteers • People and Things
Book Reviews 380
Readers Write 384

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So They Say

• Public enemy Number One is the lynching mob.—OSWALD GARRISON VILLARD *in The Crisis.*

• We Americans part with our illusions reluctantly. The hardest thing for us to realize is that what is, is.—ANNE O'HARE MCCORMICK, *New York Times.*

• How the world is managed and why it was created I cannot tell; but it is no feather bed for the repose of sluggards.—*The late* A. E. HOUSMAN, *English poet.*

• Democracy desperately needs advisers. Everyone speaking to us represents either a government policy, or an opposition policy, or a vested interest.—DOROTHY THOMPSON, *news commentator.*

• The future of mankind does not depend upon political or economic theory, nor yet upon measures of social amelioration, but upon the production of better minds in sounder bodies.—PROF. EARNEST A. HOOTEN *at Harvard Tercentenary.*

• With the growing complexity of life and the rise of such sciences as psychology and its daughter, propaganda, we are increasingly aware that literacy does not guarantee wisdom, nor individual character insure social direction.—*Antioch Notes.*

• Eventually doctors in obstetrical clinics will wring pledges of loyalty from new born babes.—RABBI STEPHEN S. WISE, *New York.*

• We must remember that everyone is getting older and that few are staying young.—JOHN PALMER GAVIT *at Survey staff meeting.*

• I do not wish to engage in any idle fancies or any grandiose dreams, but poverty in America is absurd.—EDWARD A. FILENE, *Boston.*

• The theory that a liberal education will automatically make a citizen responsible is attractive but untrue.—WILLIAM ALFRED EDDY, *president, Hobart College, New York.*

MISS BAILEY SAYS . . .

"I think I shall like my new job. It will get me away from my desk and out where this social security business is really going on, where benefit and beneficiary actually meet."

A new series of the articles, Miss Bailey Says. . . . by Gertrude Springer will begin in the next *Mid-Monthly.*

• Education is what adults tell, reveal or betray to the next generation.—H. G. WELLS *in The Anatomy of Frustration.*

• Thinking is the most dangerous hobby I know for anybody. Thinking, you're liable to get fed up.—SERGEANT ALAN NICHOLS, *blind British veteran.*

• I am incurably convinced that the object of opening the mind, as of opening the mouth, is to shut it again on something solid.—*The late* G. K. CHESTERTON.

• The WPA recently published an impressive list of projects in New York. To everybody's amazement, the boons far outnumbered the doggles.—HOWARD BRUBAKER *in The New Yorker.*

• Under the full flood of liberalism conviction washes out in a universal suds of hospitality. It is the nemesis of open mindedness that the mind becomes a sieve, and not a vessel.—PROF. WILLIAM E. HOCKING, *Harvard University.*

• Subsidized housing is not a noble charity. We ask the poor to be kind enough to move into better quarters so that they will not so often get into sickness and other troubles that cost us money.—R. R. SPENCER *in The Health Officer, U. S. Public Health Service.*

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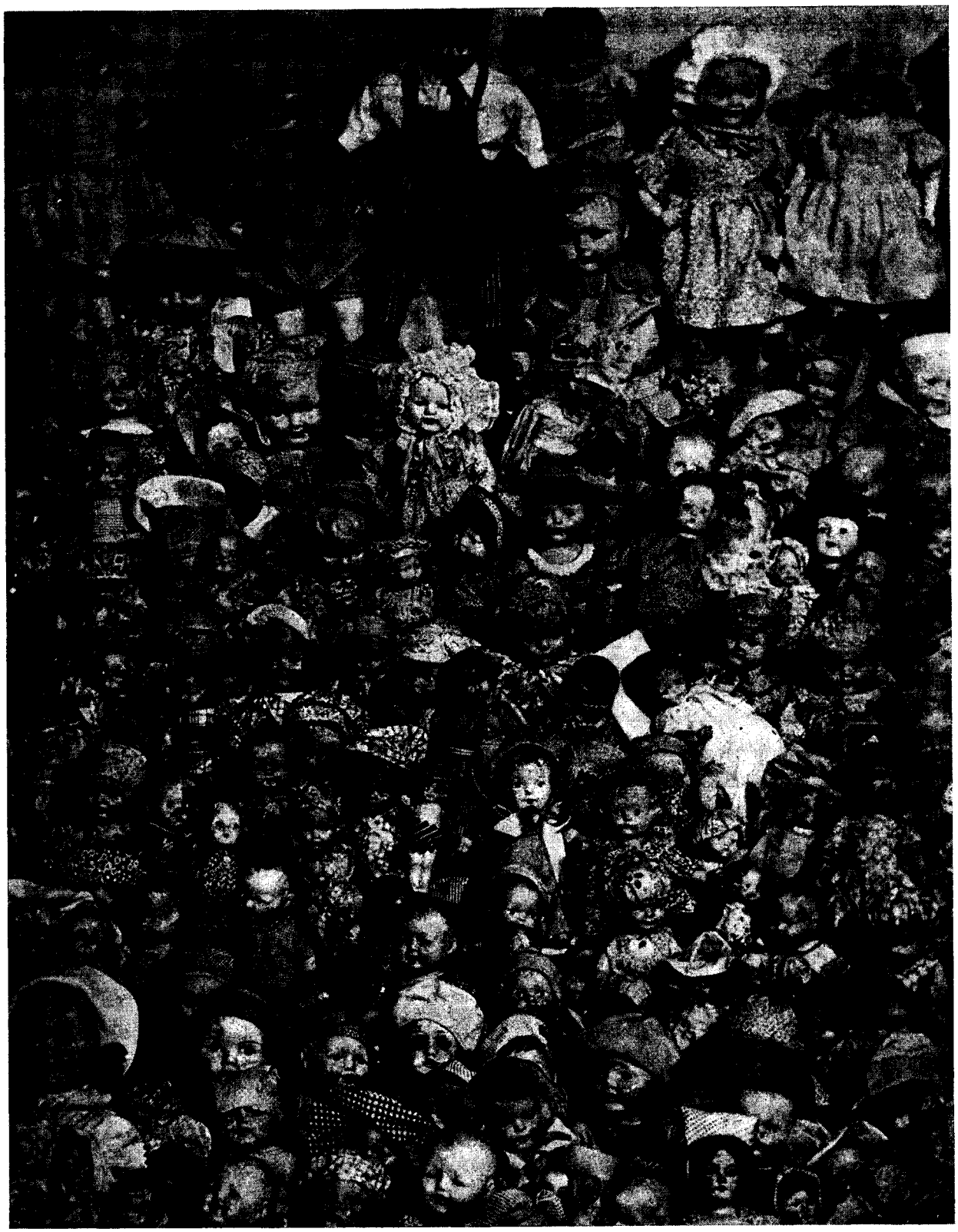

BOONDOLLIES

Enrollment and rehabilitation by Topeka firemen. Restoration of morale (face lifting and clothing) by white collar project workers. Distribution by the Santa Claus Branch of the Shawnee County Kansas Emergency Relief Administration. Merry Christmas!

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THE SURVEY

PALO ALTO

DECEMBER 1936

VOL. LXXII NO. 12

OFF AGAIN — Relief — ON AGAIN

The Turnover that Keeps the Totals Up

By GERTRUDE SPRINGER

THEY call it turnover—that constant weaving of cases back and forth, on and off relief, which if it had any statistical logic would mean a complete change in the relief population every few months. But this is not a movement of figures. It is a movement of people, blown in and out of dependency, not by economic cyclones but by trade winds and sometimes by the merest gusts. Their coming and going on the relief rolls, a few weeks on, a few weeks off, on again, off again, constitutes a major problem of relief, portentous because of the numbers and the variable and unpredictable factors involved.

The public relief organizations are aware of what is going on. The figures, though scattered and incomparable by strict statistical measure, stand out on the records like so many sore thumbs. But few responsible officials know very much about the people behind the figures and fewer still will venture interpretation of this constant mobility within the relief rolls while the size of the relief load remains relatively unchanged.

Piecing together such figures as there are and weighing their significance by on and off the record observations made by relief officials, the conclusion is unescapable that what we have come to now, especially in urban centers, is not an unemployment relief operation but a combination of at least three things. There is the equivalent of short term unemployment insurance. There is catch-as-catch-can supplementation of sub-subsistence wages, public as well as private; and there is public assistance extended to a comparatively small number of families with no single employable member. In short what we are operating, to a very large extent, is not relief for the unemployed but relief for the underemployed.

In considering examples that support this conclusion it must not be forgotten that in every community, large or small, are many variables which cannot be enumerated here but which undoubtedly influence situations. Only major influences can be cited, these in a period of time after WPA had become fairly stable.

Nassau County, Long Island, N. Y.— There are no large industries here and seasonal employment has always been high—truck farming, building, summer jobs at beach resorts and on large estates. The relief load appears to have stabilized at about 4000 cases with a turnover which for a period of several months has averaged about one out of four. Of the total number of applications accepted during the past year, only some 20 percent were new cases not hitherto known to relief. The remaining 80 percent were reopened cases which might have been closed and reopened half a dozen times during the twelve months, according to the way job opportunities happened to open and close. The spring clean-up at resorts and summer estates took numbers off the rolls for a brief period; spring and summer building operations took many for a varying length of time; the potato harvest took many for a few weeks. As each activity opened up the relief curve dropped; as it slackened the curve rose. Relief was the stop-

FOUR EXAMPLES

NASSAU COUNTY, N. Y.: April 1-June 30
Cases opened, 1607; Closed 4074
Case load April 1, 5452; June 30, 4156

MICHIGAN: June 1-July 31
Cases opened 16,190; Closed 27,617
Case load June 1, 61,176; July 31, 58,638

PENNSYLVANIA: August 1-October 3
Cases opened 52,649; Closed 74,957
Case load August 1, 167,933; October 3, 143,561

NEW YORK CITY: June 1-August 31
Cases opened, 34,940; Closed 42,403
Case load June 1, 193,915; August 31, 185,378

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gap between occasional short time jobs, earnings from any one of which were insufficient to carry a family over to the next one.

In the Nassau County relief load are some 500 cases where relief is supplementing private employment which is fairly steady but so inadequate as to wages as to be below family subsistence level. An additional 300 WPA cases are being supplemented for the same reason. Upwards of 500 cases will be transferred to old age allowances by January 1 due to the recent drop from seventy to sixty-five years in age eligibility. Many of these are "old poor," supported before the depression by the town, by relatives or by small church or benevolent societies. Here as elsewhere relatives and small societies have practically dried up as a resource for "the poor," whether old or new.

Speaking informally Ray Houston, executive director of the county ERB, expressed belief that if the relief load could be "shaken down," relieved of all those who are capable of earning a living wage if they could get it, there would remain to be cared for by public assistance about 1500 of the present 4000 cases. But he was loath to categorize the whole 1500 as wholly unemployable:

> Among them are many persons who could and should work, but who since the beginning of the depression have had nothing but relief work, none too regular, whose skills and morale have deteriorated until their eligibility is low, and who if they are to work again, will require retraining or some kind of employment sheltered from the competition of the open labor market. Among them also are families with no wage earner at the present time but which, as the children reach the age of employability, will presumably get back to self-support.

Michigan—The direct relief load here has "shaken down" to about 58,000 cases, a figure which has remained relatively constant for several months during which there has been a large increase in industrial and agricultural activity. The industrial pick-up has not reduced the relief load materially, it has only turned it over faster. To the turnover due to short seasonal spurts in private enterprise must be added the turnover due to gaps in WPA and PWA employment. Combine these two factors, says William Haber, state relief administrator, and "practically every case except the completely unemployable turns over several times in the course of a year." To this he adds:

> When recovery begins to affect the relief rolls somewhat more than it has thus far we shall be likely to have more rather than less turnover. Industry will take on for short periods many of those whom under present conditions we call unemployable, and will drop them at the first slackening. Their pay will be low and as the job ends they will be back on relief to be off again and on again with pendulum-like regularity.
>
> Meanwhile, the whole question of employability is becoming increasingly serious. For example an automobile manufacturer in a community with 1100 people on direct relief and 3000 on WPA required 400 persons for steady work. His personnel manager went over both the relief and the WPA lists. On the former he could find only 100 who fitted his needs, on the latter, 125. Out of a total of 4000 unemployed people, only 225 were acceptable to the chief industry of the community. That does not mean that the remainder were unemployable in other industries or occupations but it raises some serious questions for that community and for its unemployed.
>
> Without any breakdown of figures to prove it, it seems to us that the supplementary aspects of the relief load are bound to increase largely from semi-employable persons in the older age brackets. Such jobs as they get will be short time and low pay, with relief filling the gaps until they become eligible for old age assistance.
>
> It seems to us too that relief is looked to increasingly as a resource rather than a last ditch. A recent study in Detroit showed that a third of the new applicants there in specific months had been unemployed less than ten weeks. Underemployment—not enough work or not enough pay, either or both—is of course a large factor in our relief situation. The present industrial upturn is correcting this condition somewhat, but for new and young workers, not for the "unemployed" on relief. They are still where they were, turning over and over with longer gaps between smaller jobs.

Pennsylvania—The case load has declined steadily week by week throughout the autumn, in numbers ranging from 1200 to 2200 per week. The net result in the total case load over a ten-week period was a drop of 24,432 cases. The relief load that is left has a high proportion of employables largely because the SERA in most of the counties rigorously turned back to the local poor boards a good share of the "category cases"—mothers' aid, old age and the like—as well as the obviously unemployable "old poor." The Pennsylvania SERB, more than many of the surviving state "emergency" agencies, has made a strong effort to confine its function to unemployment relief. Turnover on the Pennsylvania relief rolls, as elsewhere is due as much to the uncertainties of WPA employment as to private employment. Says Karl de Schweinitz, relief administrator:

> Men go off relief to WPA, leave WPA for private jobs and are replaced by assignments from direct relief rolls. As WPA projects are completed men who are unable to find private jobs return to relief along with those who after leaving WPA have failed to hold private jobs for any length of time. Thus we have cases going off and on relief on account of short time private employment, short time WPA employment and a combination of the two. In areas of irregular employment, particularly the coal districts, we find people going on and off relief with every fluctuation of their working time and earnings. The cases not involved in this constant turnover are those which are definitely unemployable, those who are unemployable only because they are past forty-five and industry prefers younger workers, and a much smaller and relatively unimportant number who probably would be able to find jobs if they looked hard enough.

In a week in early October the Pennsylvania SERB closed 2009 cases because of new private employment and 468 cases where private earnings had increased sufficiently to make supplementation unnecessary. It closed 2792 cases because of WPA employment. During the same week it opened 1597 cases because of loss of WPA employment and 2552 because of loss of private employment. Of these latter 1896 had been unemployed less and 325 longer than three months. Decreased earnings were responsible for 351 cases opened for supplementary assistance. Available records do not indicate how many of the 4149 cases opened because of loss of employment were reopened cases—that is, turnover—and how many were entirely new to the relief rolls.

New York City—The relief organization here is so vast and of necessity so complicated that it is next to im-

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possible for anyone short of a congenital statistician to get behind the figures and see the people. Charlotte E. Carr, director of the ERB, calls the turnover "tremendous." In the three months ending August 31, 32,403 direct relief cases were closed. Of these 16,320 found private jobs, 9352 were assigned to WPA and 16,731 were closed for such reasons as insurance payments, relatives or private agencies assuming care and, somewhat cryptically, "need ended." Available material does not indicate specific reason for opening the 34,940 cases that were added to the relief rolls during the same period or how many of them were reopenings of former cases, nor does it indicate exactly how many on the relief rolls are there because of insufficient earnings either on part time or full time work. The number is known to be large and the situation so complicated and difficult that only the specialized study, now under way, can reveal its ramifications. [See Relief—The Price of Low Wages by Charlotte E. Carr, *The Survey,* November 1936, page 323.]

Numbers run high in any aspect of relief in New York and any legislation touching that area is promptly reflected on the relief rolls. For example, since the law lowering eligibility for old age assistance from seventy to sixty-five years became effective on October 1, some 4000 cases have been automatically removed from home relief into the "security" category. Miss Carr says: "The New York relief load consists at any one time of so many employables who are being tided over periods of seasonal slack that the operations of the New York state unemployment insurance system [effective January 1, 1938] should reduce the case load about 35 percent." It seems, therefore, that, as things stand now, relief and not unemployment insurance is the resource between jobs.

When it comes to estimating the employability of New York's "reliefers"—a population the size of the city of Buffalo or of Milwaukee—there are so many variables that it becomes almost anybody's guess. By the yardstick that one employable person in a family unit makes that family employable, best-guessers say that only 15 to 20 percent of the relief load is "unemployable." But realists point to the unreality of such an estimate which takes no account of the human factor. What about the family of six, they ask, whose only employable member is a young girl five-and-ten clerk whose best expectation in full time earnings is $10 a week; or the family whose employability is vested in a middle-aged scrubwoman whose $8 a week job has survived so far against the inroads of rheumatism? Employability, they say, is not a matter of wishful thinking but of hard actuality.

The ERB hopes to remove some of the wishful thinking from the matter of employability by means of a reexamination of the registration of relief clients with the federal-state employment service. The first result of that reexamination was a rude awakening. It had to do with a block of 5000 unattached women who, because they had expressed a willingness to "do housework," were registered as domestics. After reinterviewing these women and appraising their qualifications the employment office cancelled off 4500 of them as unemployable in domestic service by any possible measure established by demand.

A morning spent in one of New York's forty-four district relief offices is a revealing experience for anyone who wants to see the people behind the relief statistics. It is apparent at once that relief is much more respectable than it was a few years back; that it is regarded, not always but often, as a possibility to be weighed against other possibilities for such advantage as it may hold. For example there was the woman whose husband had been laid off for three years but whose own wage of $18 a week had been steady for more than ten years. She hadn't been able to save anything because, liking to live in a "nice place," she had put more than a third of her earnings into rent. Now she was going to have a baby, and though she would be working another three months or so she had decided to go on relief right away, "so as to have everything arranged and be free from worry."

Against this was the harassed young garage worker with his wife and two-year old baby. For six years they had gotten along "just fine" on his $16 a week wage on the night shift. Then his health went bad and on the doctor's advice he asked to be transferred to a day job. He wasn't transferred; he was laid off, with no assurance of a job when his health was restored. The little family had no debts but their savings were limited to an insurance policy which was eaten up in three months. Relief to this man was literally the last ditch. "I've got to take it. There isn't anything else. But if I can just get well—if I can just get well!"

Then too in Philadelphia there was the man who came into the relief office, head high, flag flying, to report that he had a job and was all through with relief, thank God. To the worker the job did not sound any too stable and automatically she filled out the slip that would insure prompt reinstatement to relief in case the job folded up. He looked at it, tore it across and said angrily, "What are you trying to do to me? I'm not thinking about losing this job. I'm thinking about keeping it. Don't you understand? Listen, *I'm off relief.*"

Milwaukee—In a direct relief load of approximately 10,800 cases, 12 percent are receiving aid supplementary to inadequate wages in private employment and 22 percent supplementary to WPA wages. Of the remainder all but 2000 cases, 20 percent of the total, have at least one employable person in the family unit who, but for quota limitations, probably would be on WPA. The Milwaukee County Department of Outdoor Relief calls these 2000 unemployable under present conditions. In numbers this group is only slightly larger than the whole relief load during the winter of 1929-30 before the depression got in its work. Says Benjamin Glassberg, superintendent of the department:

> Our impression is fairly definite that there has been little change in the make up of the group; these were the "old poor" before the depression and are likely to remain so. There is little turnover among them.
>
> Underemployment and seasonal employment are the two elements that keep the relief load turning over within itself yet relatively stable in total numbers. A check of all relief applications in the month of August showed that 50 percent of the applicants had been last employed in private industry in jobs which had lasted less than six months. Close to 70 percent of the total had been out of work less than four months when they applied for aid. Of all the applications made to the department during the first ten months of this year, only 13 percent were hitherto unknown to the relief rolls. In 1935, 28 percent of the applicants were new cases.

So far as *The Survey* is aware there has been no broad

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careful study of the business of turnover in the relief load. Yet even a cursory inquiry shows that it is growing and has ramifications that cannot be ignored if relief is to be a planned and orderly operation integrated with unemployment insurance and other social security services. No one knows at present how many people have been on relief since the beginning of the "emergency" and what it has done to them in terms of employability; no one knows why some people turn over on relief with the regularity of clockwork, while others, apparently equally qualified, never turn over; no one knows the significance of the constant shuttling in and out of short time employment in relation to what is vaguely called the permanent relief load. About all anyone knows is that this thing we still call emergency relief is one part unemployment insurance, one part subsidy of underemployment and inadequate wages and one part assistance to an undefined unnumbered group called unemployable; that and the fact that the whole operation is carried on variously under the traditional practices of old line poor officers or the methods of private charitable societies. Before we go much farther in attempting to reorganize relief administration out of emergency and into recovery it would seem necessary to find out just who are now on relief and why—especially why. We might not like what we found, we might not be able to do a great deal about it, but at least we should be enabled to break down the relief problem into its major factors, and to deal with them for what they are.

Gauging the Flow of Relief

By RALPH G. HURLIN

Director, Division of Statistics, Russell Sage Foundation

EVEN before the depression, when relief expenditures were a relatively unimportant fraction of governmental costs, there was need in this country for an integrated plan for relief statistics. An adequate continuing record of the extent of public dependency in the several states, of the amounts being spent for relief of different sorts, the costs of administration, and sources of funds would have been invaluable in getting an effective program of emergency relief under way when unemployment began to be severe. But neither federal nor state bureaus during the nineteen-twenties had attempted to bring together the complete body of data.

Although the situation has been considerably improved as a result of seven years of experience with rapidly growing relief expenditures, we are entering 1937 still without an integrated plan for relief statistics. Meanwhile the need for a plan has increased in proportion to the growth of expenditures.

During 1936 the federal government spent well in excess of $2 billion for relief—more than in any previous year—and its proportion of the total relief outlay in the forty-eight states probably will be found substantially higher than in 1935. The figures to justify these statements, unfortunately, are not readily accessible. To some extent they are based on estimates. They can be found in no single governmental report or series of reports. They must be culled from several sources and when put together still leave important gaps in the record, making it impossible to answer with assurance such rational questions as: What was the total federal outlay for relief in each state and in the larger cities? What share of the total relief expense in each did the federal funds comprise? The answers to such questions are important for both national and local administration of relief.

While the figures for funds expended can be combined to give approximate total amounts for the country, corresponding total figures for states and cities are not now available. From early 1933 to late in 1935, by supplying the major portion of relief and laying down strict requirements for reports, the FERA produced a system of national and state statistics of amounts, beneficiaries and sources of funds which represented most of the relief expenditures throughout the nation. But in the present varied federal program much less is known of any of these items.

The lack of comparability among several sets of statistics of present federal relief, results from the fact that successive programs have been planned and administered as separate operations. Their statistics have been designed to serve particular administrative purposes rather than to fit together as related parts of the much needed unified record.

At present five distinct federal relief programs with independent statistical plans are in operation. They are:

The relief portion of the Works Program, administered chiefly but not wholly by the WPA, which may be described as the third of the huge federal experiments with work relief and which represents the great bulk of total federal relief outlay in 1935.

The relief provisions through the Social Security Board for the aged, the blind, and dependent children.

The FERA program, which continues because some states still have unexpended balances of federal funds granted a year ago for general relief.

Rural rehabilitation through the Resettlement Administration.

The distribution of surplus commodities by the Department of Agriculture, which in some states now appears to be the principal type of relief administered by local poor relief officials.

Given due incentive, the troublesome differences between the statistics of the several present federal programs could be removed without great difficulty. However, it seems unlikely to happen until responsibility is placed in some federal bureau for compiling complete relief statistics, just as one division of the Census Bureau is now charged with responsibility for comprehensive statistics of commerce, another division of the Census Bureau with responsibility for vital statistics, and the Bureau of Labor Statistics with the responsibility for wages, employment and so on.

Should the much discussed reorganization of government departments bring together all federal relief agencies in a department of welfare, that would become the

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natural location for a bureau which might assemble the statistics needed to gauge the flow of relief and to measure tendencies in all types of relief administration. While this eventuality is uncertain, several steps have been taken during 1936 which give promise of further developments in the direction of more complete relief statistics.

The first of these came with a new administrative need for such statistics, resulting from the inauguration of the Social Security Board a year ago. Upon introduction of the assistance program, a strong division of public assistance statistics was established to plan for and compile current statistics of relief in the categories for which the board was administratively responsible. How well this task was met is shown by the promptness with which publication of the new bulletin, *Public Assistance: Monthly Statistics for the United States,* was begun and the regularity with which succeeding issues have appeared.

A second important event occurred a few weeks later, when the Children's Bureau proposed transferring to the new statistical office of the board the series of statistics in which since 1929 it has recorded monthly changes in various types of non-institutional relief in 118 urban areas. This proposal was approved by the Central Statistical Board, the statistical planning and advisory agency of the government, and was accepted by the Social Security Board which thus registered its interest in relief statistics beyond those for which it has immediate administrative need.

Although the Children's Bureau series has shown the trends of various types of relief in large urban areas (except for the outstanding omission of work relief under the early and brief CWA and also under the present Works Program) little has been known concerning the several types of relief in rural areas. To fill this gap an extensive special study was begun early this year by the Division of Social Research of the WPA covering a sample of rural and town areas which comprise some 385 counties or townships scattered over the country. This undertaking classified both relief and recipients by type of relief, for the first seven months of 1936. Its enlightening first results have already appeared and present plans call for extending this record both backward into the depression and forward by means of currently collected data.

The most recent action looking toward more adequate relief statistics is a decision on the part of WPA and the Social Security Board to join forces in collecting, from the states, general relief statistics useful to both organizations in interpreting their programs. A joint office for these statistics was established in October. Since FERA continues to require current reports from states still having balances of federal grants for general relief, it also is a party to this arrangement.

The new joint office will be responsible for compiling state and local statistics of general relief, continuing the data which have been published in the FERA monthly bulletin, *Trend of Relief in Continental United States.* To a large extent, field work will be done by the statistical representatives of the Social Security Board's regional offices, who also will maintain contact with all state departments receiving grants under the Social Security categories.

These developments are encouraging but fall considerably short of meeting the full need. At present there may be said to be two chief obstacles in the way of obtaining an adequate national record of relief. One is the fact that a third or more of the states have not retained the effective central statistical offices maintained during the period of FERA control, and now either have no central reporting of general relief data (the situation in some eight states as this is written), or are unable to assemble prompt or complete reports of general relief expenditures.

Bolstering the facilities for reporting general relief statistics in these states cannot be done at once. It will require persistent effort and the extension of technical assistance on the part of the two cooperating federal bureaus. However, the other obstacle, the lack of coordination of statistics of the federal relief programs, might in large part be removed at once.

Experiment for Youth

By W. B. McKENNA

PRESS and public have stirred themselves the past year or two into something of a frenzy over the "new" problems of young people. What is going to happen, they ask, to the generation of boys and girls now in their late 'teens and early twenties? Will they constitute a backwater in the social stream? Have they lost hope and faith and ambition as a result of the past five years? What is the matter with them anyway? Are they a Lost Generation?

It is the quiet conviction of some people that all the things that are being discovered about youth today have been true of youth for a long time and will continue to be true for years to come. The youth problem is simply the sum of the problems presented by older adolescents; the only new discovery is that these problems demand much more careful consideration than they have yet received.

The Butler Mitchell Club in Buffalo, N. Y., is a social experiment with youth, begun, it is true, in the depth of the depression, but nevertheless an experiment which seems to have revealed and in part met a real and permanent community need. That the experiment at first was guided more by intuition than anything else does not deny the reality nor the permanence of the need. The mistakes that were made offer in themselves harsh evidence of the necessity for some stern social thinking about the whole problem.

One of the tasks of the Mayor's Committee on Unemployment in Buffalo, back in 1932 and 1933, was to cooperate with existing agencies to provide recreation facilities for the unemployed. The committee gradually became aware of two things: first, that the loudest demand for such facilities came from groups of older boys, out of school and unable to find work; and, second, that these boys were not especially welcome in most existing agencies, even if they had desired to use them. Their attitude was summed

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up by an eighteen-year-old who, when asked why he did not go to a certain social settlement, said, "Why should I? you never get a break—they give everything to the kids."

As one of a number of approaches to this problem, the Butler Mitchell Club was organized early in 1933. It opened in a barn on Efner Street, in a neighborhood almost solidly Italian. Its nucleus was a group of young men whom the organizers found sunning themselves in front of a pool room. Asked if he and his mates would be interested in helping establish a club, the spokesman of the gang, known as The General, was skeptical, but promised to think over the idea. The next day the Vigilantes Viginti, well bossed by The General, were working hard for the first time in their several lives, and with gusto if not with skill, to make the barn a club.

Membership in the club was limited to boys between the ages of sixteen and twenty-four. Prospective members were encouraged to join in groups, to which regular meeting hours were assigned. A house council, elected by the boys, guided the organizers in developing activities. A game room was set up, a craft class established and a softball league organized. Necessary painting, carpentering, even ditch digging were done entirely by the members.

Further details of the club's history are not important. It is enough to say that, with the decease of the mayor's committee, the financial responsibility was assumed by a prominent local family. The majority of the staff was, and still is, on the payroll of the adult education program of the State Department of Education. The club, now located in a much larger building, has an active membership of 450, all within the original age limit. The average daily attendance is 200.

CLOSE association with this group during three years has given opportunity for observation and some analysis of the needs and desires of that difficult human being, the "older boy." More than anything else he wants —or thinks he wants—a job, "any kind of a job." This, interpreted, means that he wants to earn money. The job itself, its future and his own adaptability to it, are matters that do not concern him greatly. Look, for example, at the situation of The General, the situation he has been in for five years. His parents have goaded him steadily to find work, and he himself is a little desperate because he is able to pick up only odd jobs. But what is he doing about it? Well, part of his energy goes to trying to find a job as a 'bus boy in a restaurant, part to trying to get work in "any" factory or foundry, and part to trying to gain admittance to a state normal school. Actually The General does not care which of these things falls his way; all he wants is a feeling of independence and a little spending money. Where he will be in ten years is no worry of his.

First, then, these boys want work; but they also want opportunity to enjoy themselves. Visitors to the Butler Mitchell Club are impressed with the extent to which the building is used, and with the almost fierce zest with which the members plunge into the recreational activities—basketball, baseball, pool, ping-pong, even cards and chess. It is possible to infer that the boys are venting their energies on play in lieu of work. But is it possible that a club program of this type is also short-circuiting the desire for work?

The experience of the club in craft work has been interesting. Success or failure of this kind of project has depended, not upon the activity itself, but on leadership. A good teacher can instill great enthusiasm in the boys for copper work, but replace that teacher with one of less skill and interest dies at once. The same thing is true of music and dramatics; one of the most disheartening features of the whole program, in fact, is the boys' total lack of enthusiasm for creating music. They scorn efforts to establish any kind of a choral group, and their response to informal singing is half-hearted at best. But they will sit for hours at the rehearsal of a WPA dance orchestra.

In contrast to the lethargic attitude toward arts and crafts is the group's intense interest in politics—not national or city politics, but neighborhood politics, the elections of a councilman or assemblyman for their own district. Attempts to broaden this interest through group discussion have not been unfruitful. The annual election of a member of the club to the organization's board of directors has given opportunity for a modicum of education in this field.

THE members of this club all belong to that group which Louis Adamic calls New Americans. The majority were born in this country of parents who emigrated from Sicily. In this respect they are not typical perhaps of the so-called Lost Generation, but their foreign ancestry is something which the boys see as a major problem. Frequently, in talking about their efforts to find work, they will explain, rather reluctantly, that the reason for failure is that they are "too dark" or that "nobody wants a dago." Now Mr. Adamic would say that the best way to overcome this feeling of inferiority is to develop the kind of program that will make the young men proud of the fact that they are Italians—proud of their heritage and background. The sad part of it is that these boys don't give a tinker's dam about heritage and background. They know all they want to, they say, about Sicily and Italy. Their only demand is that they themselves have the opportunity to show the rest of the world what they really are worth —in other words, to obtain satisfaction from their own deeds, not from the deeds of their compatriots or ancestors.

The Butler Mitchell Club so far has gone little beyond providing a good recreation program for its members. However, in carrying out this program, it has become startlingly clear that these boys have certain definite needs peculiar to their age which are met by no existing agency, except, in a measure, by the CCC. Their need is, first, for vocational guidance and counseling; second, for normal social relationships with girls; third, for community adjustment in relation to their nationality handicap; fourth, for recreation of their own choosing.

Are these needs depression-born? Hardly. They are, rather, the needs felt by all older boys of foreign parentage, in times of prosperity as well as adversity. A labor shortage would provide every "dago" with a job, but it would never guarantee that all young Italian men would get the right jobs or that they would get along any better with the "hunkies" on the other side of town.

There is no question that the young men and women of today face the future handicapped by the hardships of the past five years. But are they really so much worse off than their older brothers and sisters now on WPA or rutted in dead-end jobs, who speculate on the happiness that might have been theirs if their names had not been Barrasacchi, or Benedettti, and their skins not so dark?

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Average-Town Shoulders Its Load

From Emergency Relief to the Long Pull

By RUTH A. LERRIGO

As the wolf turns tail and beats his retreat from America's front door, Average-Town is settling back to take stock of the after effects of his visit, and particularly to examine the wolf-resisting fences built in the frenzied days of emergency relief.

Topeka, which is most of Shawnee County, Kansas, has good claim to the title Average-Town. What it took into the emergency in the way of public relief equipment and what it brought out probably are typical of many similar communities. In Topeka no one is very rich and, up to 1930 or so, hardly anyone was very poor. The wide, elm-shaded streets, are lined with modest, frame houses, preponderantly one class, "owned homes." The largest employer is the Atchison, Topeka and Santa Fé Railroad, with its headquarters shops and offices. The townspeople—some 70,000 all told—include, also, the employes of a few small industries, state job holders, the usual local business and professional folk, and a good sprinkling of retired farmers. Topeka serves a normally prosperous rural area, with no rival urban center within forty or fifty miles.

Up to 1930, if you had asked almost any good Topekan how his town cared for its dependents, he would have told you—somewhat vaguely—that so far as he knew it hadn't any to speak of. Somewhere north of town was a poor farm for old folks and of course there were "shiftless" families here and there, subsisting on odd jobs and neighbors' handouts. Everybody seemed to be getting along. Probably he would have been aware of the Salvation Army and the Provident Association, having heard of them through church or Sunday School and having been asked to contribute to them, particularly at Christmas time. But to the man on Topeka's peaceful streets in the days before 1930, that was about all there was to the problem of "the poor."

As it happens there was more to it than the poor farm and casual handouts. There was in fact a regular county system of outdoor poor relief and a regular tax levy to support it, the system dating back to the original Kansas constitution of 1861 which placed full responsibility for the relief of destitution on the counties. But up to 1933 only seventeen of the state's 105 counties had regular full time poor officers, and there are not many records to tell the story of that pre-emergency system. In Shawnee County in 1933 an emergency citizens' committee for two years had handled some 2800 relief cases and some $200,000 in RFC and voluntary emergency relief funds, but the county itself modestly reported giving aid to 802 families, groceries, fuel and so on to a value of $6,715.40. "Care," which meant cash, went to forty-nine families, rent money to forty-two; pensions to twenty. The average monthly relief to a family "on the county" was $8.37. No case histories, and virtually no home visits or investigations entered into the system.

In that earlier day the Shawnee County poor commissioner had one assistant. If a family wanted to apply for relief, some member of it presented himself at the old gray stone courthouse at the regular weekly meeting of the three county commissioners. If he persuaded these dignitaries that he really needed help, he was sent downstairs with an order on the poor officer. A large part of the time of that officer and his assistant went into running the commissary in the gloomy basement of the courthouse. Here were long rows waiting for their names to be called and receiving the groceries passed out through a serving wicket. Records were kept to the extent of a card index which indicated the current market value of commodities given each family, with Red Cross flour, clothing, groceries and fuel, listed separately. No attempt was made to clear lists or to balance totals of relief against commissary costs.

ABOUT 1933, however, there is evidence that the average citizen of Shawnee County began to lose his complacency toward relief. The citizen's emergency relief committee had raised funds by subscription and sent into action Topeka's first relief investigators, the town firemen. The community had seen these men, chosen because they were the only well-districted, city-wide staff of public employes, doing a case-finding job under supervision of the fire chief. The Chamber of Commerce, meantime, had called on the National Red Cross to study the county's poor relief and find out what was the matter with it, and had received a report that, "There is no language strong enough to describe the demoralizing housing conditions provided for some of the indigent poor." Mothers' Aid, at that time, was administered by an unpaid, appointed committee, but the Red Cross investigator reported that the families apparently were not being visited. The League of Women Voters had made public the report of its sub-committee on Mothers' Aid Pensions which had found families living in tenements "unfit for human habitation." The publication of these reports, and the 1932-33 drives for voluntary relief funds, combined to produce Topeka's first real awareness of its relief problem.

So, in one way and another, Shawnee County's emergency relief already was under way and its community thinking stirred when the state legislature met in 1933 to consider the problem. Emergency demands and the firm hand of RFC, applied through the Kansas ERC, had spotlighted further the inadequacy of the county poor relief system. The legislature bowed to the inevitable and presented the state with a law which made mandatory a uniform, state-wide relief system, organized in county units, directed by full time county poor commissioners.

In Shawnee County, the new commissioner of the poor, Lyle O. Armel, came into office more or less at the insistence of the voluntary relief committee, the activities of which he had engineered. A professional social worker, Mr. Armel found himself heir to an antiquated setup for poor relief; legislative machinery newly oiled for reform; funds from county and city tax sources, plus federal grants; and a mandate from city, county and state to go ahead with an entire "re-do" of public relief.

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The story of what came next in Topeka is not unlike that of any other Average-Town in the deep depression years, except perhaps that Commissioner Armel was not surrounded by a highly charged political atmosphere, and that in general he did not meet much ready-made opposition. There were the same federal-state-local complications; the same inflations and deflations of load and staff; the same high pressure adjustments as CWA, CCC, FERA, with its work program, RA, and WPA made their bows and, in some cases, their exits. There were some irate and many appreciative clients; some minor disorders. There was red tape and there was achievement. Shawnee County in those years shared with most of Kansas the gratuitous outrages of drouth, floods and dust storms, of hard winters and harder summers.

THE point of this story, however, is not how the relief job was done; but rather what remains as the town shoulders the load of public assistance for the long pull.

Shawnee County relief administration, at the end of 1936, seems to have adjusted itself to relief as a normal, more or less permanent responsibility. With the important exception of the WPA and RA programs, current relief is financed by local funds, the regular *ad valorem* county tax supplemented by a city charity tax and by county bond issues authorized by recent legislatures. The county tax is scheduled for increase from 1⅝ to 2⅝ mills in 1936-7 to meet in part the gap left by the withdrawal of federal funds. Kansas has been barred from early participation in most provisions of the federal social security program by a state constitutional stipulation that responsibility for relief shall fall on the counties, but in a November referendum that obstacle was removed. Shawnee County believes that with federal supplementation in the categories covered by the Social Security Act it will be able to carry its normal relief load with its "own money."

It is only three years since Shawnee County relief was handled by a staff of two, one in effect a grocery clerk. Today on many floors but under one roof is a large welfare organization. Here is the Shawnee County Emergency Relief Administration with its extensive case work and clerical staff, the home economics adviser, the county physician, health officer and public health nurses and so on. Here is the county social service exchange, a dispensary and pharmacy, the sewing rooms and store rooms of WPA, the offices of the Mothers' Aid, now functioning with a professional staff and an actively cooperating voluntary committee, and the headquarters of various related state and national public welfare activities.

The county relief administration is not confining its efforts to the unemployable, but has developed a sort of local supplement to WPA, using county funds. Under the mandate of the state's 1933 law, "to aid such persons [clients] by instruction and other helpful means to become self-dependent at the earliest possible date," the county from the beginning has required physically able clients to work for all relief paid from county funds. A new program of local projects includes a woodyard, sewing rooms, rural road building and related activities under the county engineer. It also supplies housekeepers to assist clients in need of such help, and custodial workers for public buildings. A supervisor handles work cards and time sheets, and clients work out their relief budgets.

"How do people now feel about the County Relief," I asked Topekans of all degrees and circumstances, in an effort to discover a "reaction" toward the precocious social welfare three-year-old. The answers were diverse and rather hard to come by. There were the young women and college girls who had "heard" that too much money went for salaries, that "the poor" often "had to wait so long they could starve before they were taken care of." There was the housemaid whose parents had been visited by a young investigator and, she said, subjected to "inhumane" questioning, because they possessed "nice" furniture and a radio. There was the old newspaper man about town who was sure the whole business was "shot through with politics," and there was the citizen who knew people who had been "antagonized by some of the high-ups of the staff." A progressive young minister, confessing lack of definiteness in information, believed that people in general appreciated the new system as a vast improvement over the old one. A rural case worker "out in the county" observed that there was still plenty of criticism from people who "don't know what it's all about," but believed that attitudes are on the mend. A professional social worker of long experience with a private agency, while not uncritical, felt that the county was doing an adequate job. The most commonly heard criticisms, she said, were of high overhead and of "young college girls as investigators."

In striking contrast to the skeptics were a typical responsible citizen-business-man; a young reporter, a newcomer to town, who has taken relief as his "beat"; and a county commissioner.

According to the responsible citizen, "The county has its relief situation well in hand on a tax-support basis. Grumblers are inspired by agitators. Politics have been kept out."

According to the young reporter, "Most of the criticism from clients is 'coached.' There is a small group of disgruntled who circulate the kick idea, but its leaders are not typical. The average citizen is willing to work for what he gets, though he may have some anxiety to be sure he gets as much as his neighbors. The community as a whole is still apathetic, but criticisms on politics are levelled at WPA rather than at the county relief."

THE county commissioner, a politician whose tenure bridges over from the old days when relief grants were at his discretion, declared in a formal public statement (and this really should be printed in italics and red ink):

> There are many advantages to the present basis of handling relief over the old system. We can see now that it is impossible for commissioners to tell by the casual conversation of a client whether or not that person needs relief. In other words, we have quit taking snap judgments. . . . We look to our relief department to keep adequate records, to properly account for all funds, and to make proper investigations and certifications for WPA, CCC, Resettlement Administration and Old Age Assistance. . . . We expect to provide for our county's unemployables and desire to participate in the Social Securities [sic] program as it becomes available by maintaining our relief administration on such a standard that we will be eligible for that participation.

In such manner, leaving its residue, good and bad, the tidal wave of emergency recedes from Average-Town. Gradually, its destructive phases are being superseded by order; its frenzy by a new awareness and planning for a problem that is not new.

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Civil Service in Action

By BENJAMIN GLASSBERG

Superintendent, County Department of Outdoor Relief, Milwaukee

HOW civil service actually works under pressure in a public relief department has been given a thorough tryout in at least one agency—the Outdoor Relief Department of Milwaukee County, Wis. Throughout the depression the department, an old one which expanded as the relief load grew, recruited its entire staff, professional and clerical, by civil service.

It is true that the system, rapidly expanded for emergency action, was not perfect. It imposed limitations on the agency. The inevitable residence requirement was in force, and the educational qualifications did not go beyond high-school graduation. However, over half the professional workers proved to be college graduates. Better trained and more experienced workers could have been secured had they been chosen without the limitation of civil service.

Against this must be balanced the terrific pressure for jobs which, without civil service, would have been exerted by politicians of high degree and low, and by every unemployed person in the county. This pressure might have been withstood, but only by an enormous expenditure of energy. The fact that every employe was recruited through civil service examination has been one of the stabilizing factors in the relief situation in Milwaukee, and I believe helps to account for the fact that we have avoided many of the personnel difficulties which developed elsewhere. Workers have been free from the feeling that their jobs depended upon their political astuteness in applying the relief regulations. They have gone about their work secure in their tenure as long as the need for their jobs persisted; and they have had regular hours and definite salary and vacation schedules. At times there were excessively heavy case loads, with hours of overtime and sudden calls to duty over the weekend. A consistent effort was made, however, to catch up quickly, and to prevent not only overwork, but also waste of public funds—the inevitable concomitant of a staff too small to cope with its task. It is doubtful if better results could have been attained through a staff recruited without civil service, even though its members had been much better trained than ours in professional social work.

Efforts at intensive staff training were confined, chiefly, to an explanation of department policies, coupled with discussions of general social and industrial problems behind the depression. Through regular staff conferences, efforts were made to give the workers a broader outlook and a better understanding of their functions and of how they fitted into the general field of social work. In 1934 the local chapter of the American Association of Social Workers, together with the extension division of the University of Wisconsin, developed a number of suitable courses for workers.

The civil service regulations of Milwaukee County established a merit system, with regular evaluation of the work of all employes, but it was not until the spring of 1933 that the civil service commission decided to experiment with ratings. A system used in a number of large scale private and public organizations was adopted and has been used in the department ever since. It is not so well adapted as it might be to the needs of workers in a relief agency, and often tends to rate people who are quite different in about the same way, but it has proved far superior to the alternative of a judgment rating—on the whole more objective and therefore fairer to the worker.

It is often argued by those who oppose a merit system that it becomes an instrument for the expression of the rater's spite or dislike; that it is a weapon which can be used to weed out active leaders in union activities. That there are these dangers cannot be denied. It may be asked, however, whether any administrator who would make such use of a rating system, would be estopped from dismissing any employe because of the absence of such a system? Naturally, any system that can be devised will be subject to the frailties of human nature. Nevertheless, a rating system is useful and necessary if civil service is to have any meaning. It may be possible to convince the public that workers in public departments should be chosen because of fitness and should not be subject to the spoils system, but unless as much thought is given to the quality of work performed after appointment as is given to the selection process, without reliance upon the dead weight of seniority or political manipulation, there can be no real progress.

Ratings should be open and above board. The worker should know how and on what basis he has been rated. He should have the right to appeal and should be given every opportunity for a thorough discussion of whatever differences of opinion there may be with the executive. If such safeguards are thrown around the rating system, there will be little room for unfair discrimination.

A rating system is of special importance when agencies must make sudden reductions in staff, such as all public relief agencies have had to make this past year.

RULES of the civil service commission of Milwaukee County, adopted several years ago, provided that reductions in staff due to lack of work should be made on the basis of efficiency. Late in 1935, when the case load was cut very sharply because of the operations of WPA, the Department of Outdoor Relief Workers' Union urged that lay-offs should be made entirely on the basis of seniority. In December, after considerable discussion, the commission decided by a vote of three to two to upset its existing rules in relation to merit and to substitute the seniority rules insofar as the Outdoor Relief Department alone was concerned. However, by the time there was need for a cut in staff, the county corporation counsel had held that the commission, in limiting the change in its rules to one department of the county government, was acting illegally. After conferring with the employes' unions, with a committee of the Federated Trades Council and with others, the commission rescinded its December ruling and voted to return, in effect, to the old rule. With A as the highest rating, those employes whose ratings were definitely unsat-

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isfactory (groups C-minus, D and E) were to be removed first. All employes in group C-plus and C were to be regarded as a single group, within which the principle of seniority was to be adhered to strictly. The same procedure was to be followed in regard to the B-plus and B group. In other words, the principle of the merit rating was retained, modified by seniority.

Regardless of the method by which the dismissal is made, few people can discuss their own dismissal with any degree of objectivity. No system which deprives a person of a job will seem satisfactory to that person. No matter on what basis a man loses his job, he loses what is precious to him and for which he feels justified in putting up a fight. Relief departments, set up to give some measure of assistance to those who have lost their means of a livelihood, have been placed in the anomalous position of discharging many faithful workers with uncertain prospects of immediate reemployment.

It has been a disagreeable, often a painful business. When done arbitrarily it left in many cases a trail of dissatisfaction and bitterness. Dismissal under the merit system is not painless, but it has the virtue of being impersonal while safeguarding the rights of individuals and the efficiency of the employing agency. Our department expanded under civil service and contracted under the merit system and we should not want to do either one in any other way.

Institutes—Pro and Con

By HELEN I. CLARKE

Assistant Professor of Social Work, University of Wisconsin

RIDING the floodtide of emergency, the institute has attained rising importance of late years as a means by which professionally equipped social workers can share their knowledge and experience with the tremendous influx of intelligent but untrained workers, required by the various relief organizations. For a decade, schools of social work have struggled to raise professional education to graduate level. It is a sorry fact, but true, that just as social agencies and colleges were accepting the standard of graduate training for social work, it became necessary to introduce short elementary training courses to meet the demands of the emergency.

It now seems highly probable that for an unpredictable time ahead there will be a demand, larger than the graduate schools of social work can supply, for persons to administer public relief and the various services provided by the Social Security Act. Other new and rapidly developing phases of public welfare administration also promise to require numbers of workers. Training on the job and short courses apparently will continue to be necessary. Whether we like it or not, the institute seems to be the most practical device to meet a practical situation.

Institutes should be adapted to meet the needs of three groups of social workers: those new to the field, such as the many hundreds who have been administering relief; those who have had experience in some aspect of social work but who need new data and enlarged points of view; those who have had professional social work education and experience but who require intensive preparation for some special experimental or demonstration project—community recreation, for example, or an advanced mental hygiene program. The first two groups are of most urgent concern.

The methods of institutes for training emergency relief workers may well be studied by the planners of future institutes. Short courses for relief workers varied in length from one, two or three days to two, three or four consecutive weeks and to a longer period with classes meeting intermittently. The subject matter of the curricula was usually limited to rather general consideration of:

The past and present of social work with special reference to federal and state programs and the challenge of the future. There was attempt to provide a frame of reference for persons unfamiliar with the history, purposes and philosophy of social work.

Methods of case study and treatment.

The meaning and significance of personality and the place of the interview in case work.

Records, correspondence and office organization, including methods of supervision, intake and conference.

Community attitudes and resources.

Classes were held both in the milieu of the workers and at educational centers. The advantages of academic centers were the variety of talent and skill available for teaching, the resources of libraries and the opportunity for concentrated attention upon conference and study. Methods of teaching included lectures by a varying group of experts, field trips to agencies and institutions, conferences between instructors, specialists and students, and, of course, discussion.

ALTHOUGH it is recognized by educational experts that the discussion method is the soundest way to stimulate thinking, it is a question how much of that method can be used in two-or-three-day institutes, especially if those attending are at different levels of experience and of familiarity with the subject matter. Undoubtedly there should be opportunity for question and answer and for free discussion. But the instructor should be competent to focus discussion upon problems common to all in the class and to keep individuals from wandering afield into the mere narration of personal experience. The submission by students of problems, interviews, correspondence, and case records for classroom discussion has been found valuable. Occasionally such material is sent to the instructors in advance of the institute, thus facilitating the planning of the course so that it may start from the students' level.

On the whole the reactions of student workers to the

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institute type of instruction have been favorable. Summed up they seem to be:

Needed data were presented.

Opportunities for reflection, evaluation and for perspective were offered.

Bibliographies and reading material were obtained.

Workers had the chance to see themselves in a total program and not as isolated drudges and to exchange experience, like and unlike.

Workers realized their need for further training.

Those who resisted the institutes were largely persons for whom the material was too elementary, who were unaware of the implications of their work, who were intellectually or emotionally unadapted to it or who were too tired to participate actively.

Out of the emergency experience, a few guiding principles for the organization and conduct of institutes emerge:

Classes should be small, twenty to thirty, and should be limited to persons with basically similar social work experience.

Opportunity for rest, relaxation, and informal exchange of experience should be provided. Most institutes crowd too much into a limited period.

Background material should be adapted to the particular group.

Lectures and program should be carefully pointed to the needs of the group and should be within its intellectual range.

Discussion should be so steered that the class is not distracted from the important points of emphasis.

Some inspirational material should be injected into the course.

A coordinator should summarize, at the end of the institute, the material presented and the various points of view so that students leave with a few valid, helpful conclusions.

The institute should be considered by students and instructors as a spring board for further professional training and not as a substitute for such training.

The values of institutes depend upon the background and qualifications of those attending and upon the knowledge and teaching ability of the instructing staff. Perhaps, as we pass from an emergency to a permanent governmental social work program, only those persons who have been tried on the job and who are considered by state supervisory organizations to be potentially valuable as permanent staff should be encouraged or selected to attend. The institute then could develop, not as a testing ground but as a training center responsive to changing needs.

Noble Profession

By RALPHYNE BRADY

I AM going to be a social worker. A tall, blonde one, on the thin side with not too regular features. So at the very first I am handicapped because chairmen of boards like tall blonde workers with regular features. Or so I am told.

While I have been getting ready to launch myself into the noble profession of social work I have been thinking. I've decided that I shall not be a wistful social worker, or one with flat heels and a brief case. Or the kind who, registering efficiency, purses her lips and looks over her glasses. Just because I am a social worker, I shan't be sane all the time. It is too much fun to be mad—spasmodically.

Also, in the course of my thinking, I have decided to be a child welfare worker. That is, most of the time I think I shall. Sometimes I get a little frightened at all the technicalities and all the classifications and all the intricate shades of one thing and another that a good child welfare worker must know. For we are learning to be skilled social workers and at the present moment skills and techniques are flying 'round and 'round my head until I am slightly dizzy with them all.

I never realized before how many messes I could get myself into just by a simple statement or by asking the wrong question—and there are so many wrong questions one can ask an anxious parent or a poor little innocent child. It really is terrifying even to think about it. One doesn't say: "I'm so sorry you're sick today." One says: "You're looking better this afternoon. Before long we'll see you out playing football with the other boys." One never questions: "Are you married?" Instead, it is: "Where is your wife?" One shouldn't say: "What would you like to eat?" But: "You do like spinach, don't you?" —all in a very hopeful tone.

There are even more wrong things to do—many more than right ones, and it looks at present as if I shall always be doing the wrong ones. You can break up a family when it should be kept together, or can keep it together when that is the very thing that should not be done. Or you can "place" a sweet little retiring Mary in a blustering, ununderstanding home, or run for a psychiatrist when you merely should have relaxed and used a little common sense. You can be so devoted to a child that it is utterly dependent upon you and absolutely useless alone; or you can be so efficient and so unmoved by trifles that the children long to throw ink bottles at you—large ink bottles filled with a mixture of green and purple ink. A social worker can encourage genius when there isn't any genius and tell a doting mother that her child is perfectly normal when he belongs in an institution for the feebleminded. Too, there's always the chance that you will say that there isn't any accident insurance or any agency for the crippled or any doctor who can treat this case—when there is. Then there is always the difficulty of knowing when to agree when you disagree; when to go ahead when everyone else says you're crazy; when is the right moment for the right question.

We are learning at our school what different lights say in different eyes, what people mean when they are silent, what makes them laugh and cry and hate and love. Oh, we are learning a great deal at our school—a very great deal. They tell us, however, that when we know all the answers to all the questions, we will be good social workers. I wonder if I shall ever be a good social worker. There are so many questions to which the answers seem pretty difficult.

And so, I pray to all of you children and families whose paths I am destined to cross: Please be patient with me. I'm going to try awfully hard and I have a quick mind. Some one once told me so—a little old lady with a kind disposition. In the meantime, let's make believe that you are the social worker and I am the client. Then perhaps we really can get somewhere—or know where we're going.

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BEHAVIOR AS IT IS BEHAVED—II

Mr. Antoski Gets Religion

By ELEANOR ROWLAND WEMBRIDGE

EVERY bailiff, elevator boy, police officer, and scrubwoman around the court knew the Antoskis well. This made it nice for the Antoskis, whose social contacts were otherwise limited. They grinned with pleasure when they were greeted by name, and when the new baby on Mrs. Antoski's lap was found, on inspection, to resemble the less new one on Mr. Antoski's shoulder.

Mr. Antoski had discovered that an article bought at the five-and-ten store for a nickel, could be sold easily on the street for a dime, provided that a small girl in rags did the selling. Since he was supplied generously with a sales force answering that description, and made 100 percent on his investment, he refused to become reconciled to laws which forbade that kind of salesmanship.

"My kids gotta eat, ain't it?" was his bland question at each arrest for illegal peddling. His only difficulty arose from the fact that his children, once having acquired a taste for street life, soon learned not only to earn their dimes, but also to spend them. The vexation resulting from this development caused Mr. Antoski to beat his wife, and hence to be arrested on a new count.

The outraged Mrs. Antoski charged that she now had no useful children, no dimes, no supper, and that her husband chased her with a broom. He, apparently glad of a change in the complaint, his blue eyes untroubled, admitted the charge.

"He beats me every day," snapped Mrs. Antoski.

"Why every day?" I asked him.

"I have to," answered Mr. Antoski simply.

"Why do you have to?"

"Because she makes me mad."

"Makes you mad every day?" Both Antoskis nodded in grave assent. At least they agreed on that much.

"And why do you make him mad every day?"

"Because he beats me!" answered Mrs. Antoski, thereby bringing her logic around the circle to the point where we started. I tried again.

"Can't you stop making him so mad? And so often?"

Mrs. Antoski shook a stubborn head. No she couldn't. How could any woman help getting mad if her man beat her?

"Then stop beating her," I snapped, losing patience. No. He couldn't stop either. How could any man stop beating a wife who made him so mad.

"Can't you reduce the quota?" I suggested wearily, since we seemed to be getting nowhere. "Couldn't you arrange just to beat her every other week, or maybe the first of the month?"

They discussed this idea at some length between themselves, then both shook their heads. No. It could not be arranged. She made him mad too often.

Mrs. Antoski looked at me in triumph, as if to say, "What a man!"

There seemed to be nothing that we could do about the Antoski temperament. So, since there was no money for a fine unless the children earned it, the pair was "dismissed with a warning."

Inside of two months they were back, bowing and smiling, and exhibiting a brand new baby. The charge, again, was beating.

I stared aghast. "Still beating her? And when she's just had a baby?"

Mrs. Antoski nodded with vehemence; her husband with composure. "Can't you take time off until the child is baptized?" I meant it for irony, but it served only to add fuel to the flame.

"It was at the baptism she made me mad," growled the outraged father.

"How?"

"She told me the baby wasn't mine!" Mr. Antoski's anger rose so rapidly at the remembrance of this discourtesy that I feared that I was to witness one of the routine beatings.

"Was there no better place to tell him that the baby was not his, than at its baptism?" I inquired reproachfully of Mrs. Antoski. "That's enough to put almost any man out of sorts."

She pouted a little and cast down her eyes.

"People tell those things if they have to," I continued, "but before or after the baptism. Not at it. Whose baby is it anyhow?" By now I was consumed with curiosity to know what romantic intrigue lay behind this battered woman, with her flannel-swathed bar sinister dozing on her lap. She giggled a little at my interest and jerked her elbow toward her husband. "His baby," she sniffed.

"His baby?" I echoed more puzzled than ever.

"Sure it's my baby," snapped Mr. Antoski as if I had been the first to doubt it. I groaned helplessly to the interpreter. "I'm just not getting this. I'm all mixed up. He beats her because she says it isn't his baby. And now they both claim it is. If it is, why did he beat her?"

"Because she said it wasn't," shouted Mr. Antoski nettled at my stupidity which grew more dense with every explanation.

"Why did you say it wasn't, if it was? And why say so, of all times, at its baptism?" We were all getting excited now.

"I was mad because he beat me," explained Mrs. Antoski, tossing her head. "So I told him that it wasn't his baby. And I told him at the baptism because that was the time it would make him maddest."

"You're right; it would," I replied after a pause during which I knew nothing better to do than to look owlish.

When the Antoskis next appeared, it was not because of a complaint against the father, but because he himself had filed a complaint against his eldest daughter, Hattie, charging that she

RELIGIOUS EMOTION

HAVE you yourself ever known of a case in which habits of conduct were changed because of religious emotion? If so, describe it.

Have you known of any cases of changed conduct because of the influence of: Patriotism? Scientific research? Falling in love? Ambition? Political activity? Affiliation with a fraternal order?

What are the constituent parts of such influences? Are they similar? If so, in what respect?

Do you believe that they always work for good? Are they permanent? Does their force, while it lasts, affect their value or permanency?

Suggested Reading

WILLIAM JAMES: VARIETIES OF RELIGIOUS EXPERIENCE.

LEWIS BROWN: THIS BELIEVING WORLD.

CYRIL B. BURT, ERNEST J. JONES, EMMANUEL M. MILLER, WILLIAM M. MOODIE: HOW THE MIND WORKS. Chapter 16: Psychology of Religion.

ROBERT S. and HELEN LYND: MIDDLETOWN, Chapter 5: Religious Observances.

CHARLES A. BEARD: WHITHER MANKIND. Chapter on Religion, by Robinson.

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spent too much time on the street with bad companions. Considering that the father had sent Hattie on the street in the first place, his present anxiety had a certain grim comedy. However, aside from the novelty of the complaint, there was a vague difference in the whole aspect of the family. Mrs. Antoski was less wan. Hattie was neater. Even more noticeable was the drop in Mr. Antoski's voice from snarls and roars of anger to serene composure. Without interrupting he allowed Hattie to voice her grievance at being snatched from the arms of her escort on the dance floor.

"I was sorry to do it," he explained gently. "But it was too late for my girl to be with that guy. He's a bum."

"You were quite right," I began, then paused startled at my own words. I had never before uttered them to Mr. Antoski! "We told you this would happen," I continued sourly, remembering to whom I spoke.

"Yes, you did," agreed Mr. Antoski, his blue eyes gazing candidly into mine. "But now Jesus has told me."

Jesus had told him!

It is impossible to put into words the stupefying effect of this simple statement. It was incredible. We had known the man for years. Never had he shown the slightest comprehension of an every day police ordinance, let alone divine command. He had no shadow of the rudiments of common sense. He was an incalculable combination of stubbornness, poor judgment, and pugnacity, impervious to the logic of words or of events. Now suddenly he had the audacity to assert that Jesus had told him to look after his children. And he had obeyed the injunction by dragging Hattie from the floor of a disorderly dance hall. A good start surely. But—but—

He looked so extraordinarily calm, and his wife so complacent, that it suddenly occurred to me that for some dark purpose they were trying to pull my leg.

"Did you beat up Hattie when you found her?" I asked, ignoring his confession of faith.

"Ask her," was his composed retort, jerking his thumb toward his daughter. Hattie gave a pettish shrug and shook her head.

"Has he been beating you again?" I insisted, turning to his wife.

With her broadest smile she too shook her head.

Still doubting, I persisted, "Does he treat you all right now?" She nodded vigorously, and with one of her rare verbal excursions into English, said "O.K."

"I don't beat nobody any more," interposed Mr. Antoski smiling. "Jesus says it's wrong. I'm sorry I ever done it. I repent."

I began to wonder why I had been consulted at all in the matter of Hattie. Her father evidently had discovered a more august guide to conduct than I, a guide to whom he listened far more obediently than he ever had to me. My unspoken question was answered at once.

"I want my girl put some place where she learns to be good girl—away from bums. I belong now to The Only True Believers, and the saints taught me to repent. It's a good church, but it ain't got no place to put my girl. So you put her somewheres. Any place is all right where she learns not to be a sinner. Maybe I pay a little bit."

Hattie whimpered into her handkerchief. She liked being a sinner, and she enjoyed her bums. Mrs. Antoski, for the first time in our experience, ignored her child and nodded agreement with her husband.

"Do you want us to put her in a school?" I asked her, still incredulous. She smiled and explained volubly to the interpreter, who turned to me with a shrug.

"She says to go ahead and put her any place her father wants her to go. She says that religion is all that ever made him any good, and maybe it can make something out of Hattie."

The interpreter rose to go. "If you ask me," she said dryly, "I doubt if even the Lord can make anything out of those Antoskis. He made them too dumb to begin with. And He's starting in too late to make repairs. On the other hand, we've tried everything else. And goodness knows, the Lord can't make any worse mess of that family than the county court has!"

Twenty-Five Years Ago in The Survey

December 1911

PRESIDENT Samuel Gompers reported at the meeting of the AF of L in Atlanta that "he has himself investigated migratory labor on the Pacific Coast and believes that, especially in view of probable increase of immigration to that part of the country with the opening of the Panama Canal, it would be well to establish a department for migratory workers in the AF of L."

FIVE state conferences of charities and corrections recorded their concern with childhood. Iowa "reviewed her juvenile court and child labor situations." Missouri "learned . . . what is the social and religious value of the child." Pennsylvania "called strongly for the prevention of blindness in babyhood, and urged, not without opposition, the forming of a state probation commission." In Minnesota "there was outcry against the causes of high infant mortality and the menace of child labor, together with demand for saner treatment of backward children in schools, and a notice to the state that physical, mental and moral defects which contribute to retardation and delinquency must be discovered." Florida "told a tale of conditions of neglect where the state is responsible which set the teeth on edge, but also of new impetus given to forward movements, such as that to establish juvenile courts."

THE SURVEY began publication of a series of articles, Religion in Social Action, by Graham Taylor,* warden of Chicago Commons, and associate editor of *The Survey*.

**At eighy-five Professor Taylor is still, happily, warden of Chicago Commons, and still, happily, one of* The Survey's *valued contributing editors.*

THE significance to trade unionism of the confessions of the McNamara brothers which ended their trial in the Los Angeles dynamiting case was discussed at length. On December 30 "a group of New York social workers" petitioned the federal government, through President Taft, for a commission on industrial relations "to investigate conditions of labor during the last six years in the structural iron trade, including in the study the organizations of employers and employes, the methods and purposes of each and the relations of each to the other." Among the signers were Henry Morgenthau, Lillian D. Wald, Owen R. Lovejoy, Henry Moskowitz, Stephen S. Wise, John Haynes Holmes, Arthur and Paul Kellogg, Edward T. Devine, John M. Glenn, John A. Fitch, John A. Kingsbury, John Collier, Robert Erskine Ely, Louis D. Brandeis, Lyman Abbott, and Florence Kelley.

"THE British minimum wage is about to be applied to the tailoring trades—the first big group of workers to be brought within its provisions."

"CHRIST'S Birthday Club is a Chicago venture which seeks to smooth the hard edges of the holidays and to call into being more of the spirit of the first Christmas."

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The Common Welfare

The Court Upholds the Law

THE New York State unemployment insurance law was upheld by the U.S. Supreme Court on November 22, with no margin at all. Justice Stone is ill. The remaining justices divided four to four, and "an equally divided court" automatically affirms the decision of the lower court. No opinion was written.

The New York cases were carried to the Supreme Court on appeal from a decision by the highest appellate court in the state, upholding the measure by a five to two decision. [See *The Survey,* May 1936, page 145.] Frederick H. Wood, winner in the fight against NIRA and the Guffey Coal Act, argued against the law that it takes the employers' property without due process of law, that it fails to distribute the financial burden properly, and is not a cure for unemployment. In defending the law, Henry Epstein, solicitor general, submitted a brief on the legal questions involved, and also an economic brief giving the factual background of the law, the extent and burden of unemployment, the advantages of unemployment insurance and of the "pooled fund" type of law.

Friends of social security are greatly heartened by the outcome of the New York cases. Knowing the usual position of Justice Stone on social measures, they see an excellent chance for at least a five to four decision in favor of the Social Security Act, when and if it comes before the Supreme Court. Sixteen states and the District of Columbia now have unemployment insurance laws. None of them are identical with the New York law, but many parallel it in structure and in method of administration.

"No Cause for Dismay"

THERE is no reason to fear a "philanthropic drought" on account of present and future taxation, cheerfully observes that astute commentator on the American philanthropic scene, Frederick P. Keppel, in his annual report as president of the Carnegie Corporation. Privately supported educational and social enterprises will need, he believes, to adjust to "a considerable degree of permanent rather than temporary change in the earlier relationship between philanthropy and government expenditure" but he anticipates "no drying up of the springs of private contributions."

Commenting on gloomy predictions of "a philanthropic drought dangerous to all good causes and catastrophic for such institutions as endowed universities," he says:

During the year a number of influential citizens have in public statements viewed the situation with an alarm which is clearly genuine, but the basis of which may fairly be questioned. For one thing, there is some evidence that these very doubts and fears concerning taxation, which, it is asserted, are deterring certain potential donors, are exerting exactly the opposite influence upon others in whose minds these factors are operating to make philanthropic gifts and bequests a more attractive use of wealth than would otherwise be the case. But whether such uncertainties act as a psychological deterrent or a psychological stimulant, past experience would indicate that influences of this character are relatively short-lived.

The safest way to estimate future philanthropies, Mr. Keppel holds, is "to project the curve of past philanthropies." But, he added:

To take the years from 1923 to 1928 as a normal criterion of expectation is simply to deceive ourselves, but it would be equally deceptive to base our expectations on the lean years which followed them. If we take a longer view, if we permit the abnormal periods of the boom and the depression which followed it to factor one another out in our thinking, there would appear to be no cause for dismay.

A Voluntary NRA

A PROPOSAL that the merchants of the country join voluntarily in a four-point program regulating their relations with the consumer, the government, the producers, and their employes, is put forward by the directors of the National Retail Dry Goods Association. The stores belonging to the association do an annual business of nearly $5 billion. The suggested agreement, which will come before the convention of the association in January, includes many of the provisions of the former NRA Retail Code. When NRA was wiped out by the U.S. Supreme Court decision in the Schechter case, San Francisco merchants met and voted to continue their own NRA. Their success attracted attention throughout the country, and is believed to have suggested the plan.

The voluntary agreement provides for maximum hours, basic minimum wages, elimination of child labor, safe and sanitary working conditions. It covers fair trade practices between merchants; and for the protection of the consumer as well as of the reputable merchant, it includes accurate advertising and labeling, and the establishment of merchandise standards. In the relations between distributors and producers, the proposed agreement suggests a continuation of the policy of "meeting with members and representatives of vendors' trade associations to discuss mutual problems."

The directors hold that because of different conditions prevalent in the various states, these ends "can best be served by state laws." The agreement would therefore put upon the association the responsibility for drafting model laws under which its provisions could be enforced. The directors declared that the proposed legislation would set "minimums only, and that competition in wages, prices, et cetera, must be above a minimum."

Winds Over WPA

THE portents of sharp reductions in the WPA program have become too evident to be denied. From all over the country come reports of pruning not to say slashing of the rolls, explained variously as due to rising private employment, to reexamination of the needs status of WPA employes, to the November election, and sometimes not explained at all. From Washington come a flock of trial balloons. "It is rumored," "it is said unofficially" that President Roosevelt will ask Congress for $500 million to continue the present program until July 1; that Harry L. Hopkins, WPA administrator, will ask for "consider-

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ably less" for the works program this next fiscal year than the $1,400,000,000 appropriated last spring; that the budget makers have been instructed to "bring relief down," and so on. From the unemployed on WPA, still numbering some 2,500,000, comes evidence of awareness of the instability of their "real jobs at real wages" and of their determination, particularly in the large cities where organization among them has progressed, to oppose their own "liquidation" while their prospects for reemployment in private industry remain precarious.

Meantime the United States Conference of Mayors, meeting in Washington, heard and enthusiastically applauded Mr. Hopkins' assurance that the federal government meant to deal with the national problems of unemployment and relief "on a realistic basis, depending on the needs," and that it "has no intention of turning the needy back on cities and counties and no intention of liquidating its work program." After which the conference unanimously approved a petition to the President and to Congress for adequate appropriations to continue WPA through the fiscal year and endorsed proposals that WPA be continued as a permanent federal agency, that a federal system for meeting the transient relief problem be established, that Congress "provide for public housing for low income groups along the line of the Wagner bill," and that "all welfare activities of the government affecting the cities be consolidated into a national department of public welfare."

In spite of urging from various quarters President Roosevelt has shown no disposition to appoint a nonpartisan commission to study the tangled web of relief in order that the new Congress, when it approaches the problem, might have at hand facts and proposals by which its immediate action could be geared into a long range policy.

A Seamen's Charter

SIX conventions, or international treaties, designed to improve the conditions of employment of seamen were adopted by the special maritime session of the International Labor Conference, recently held in Geneva. Twenty-eight countries, possessing 82 percent of the seagoing tonnage of the world, were represented at the conference. These included every important maritime power except Germany and Italy. The six conventions adopted dealt with: hours of work aboard ship and manning (the number of men required on deck and in the engine room); paid vacations for seamen; responsibility of shipowners in case of illness, injury or death of a seaman aboard ship; sickness insurance for seamen; certification of captains, navigating and engineer officers in charge of watches; raising the minimum age for employment to fifteen years.

Before these conventions are binding on any member state, they must be ratified by the appropriate governmental authority. The important "hours of work and manning" convention provides that it becomes effective only when it has been ratified by five countries, each possessing more than one million tons of shipping. It establishes the eight-hour day and its corollary, the three-watch system. This convention, if brought into effect, would tend to raise the level of hours and manning to the standards established in the American Seamen's Act, and so would reduce the operating cost differential between American ships and those of our competitors.

The chief improvement in American standards which these conventions would bring about would be the provision by law of vacations with pay, sickness insurance for seamen, and the raising of the minimum age of employment from twelve to fifteen years.

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The Tampa Convention

BY a ten to one vote the fifty-sixth convention of the American Federation of Labor, meeting at Tampa last month, upheld the action of its executive council in suspending the ten unions affiliated with the Committee for Industrial Organization, headed by John L. Lewis.

The vote followed one of the bitterest debates in the history of the federation. The resolutions committee recommended the suspension of the CIO unions, on charges of "rebellion" and forming a "dual" (rival) union. The CIO, organized after the Atlantic City convention a year ago, holds that the craft union traditions and methods of the AF of L have handicapped its attempts to organize, especially in the mass production industries, and partly account for the fact that labor organization, in this country, has not kept pace with industrial growth.

Members of the executive council, spokesmen for the powerful craft unions they head, refused to waive their jurisidictional rights in the steel, auto, aluminum, rubber and other mass production industries. They insist that if skilled workers want to join a union, they must join the appropriate craft union. Behind the question of industrial versus craft unionism was the issue as to which faction would control the federation itself.

Since the CIO unions, by action of the executive council early in the fall, were not "members in good standing," their million members (40 percent of the AF of L total) were not represented at Tampa.

The delegates from the powerful international unions voted almost solidly for the report of the resolutions committee, recommending that the CIO unions be suspended. The central labor bodies, for the most part, opposed the report, as did a few of the internationals—among them the Bakers, Brewery Workers, Hatters, Sleeping Car Porters, American Newspaper Guild, Teachers. In accepting the resolutions committee report, the convention also voted to continue the life of a special committee, working for peace, and at the same time authorized the executive council to call an extraordinary convention, if more "drastic procedure" should be found necessary.

And So On . . .

ANGELO HERNDON, young Negro Communist organizer, is to have his day in the U.S. Supreme Court. The court will review the Georgia supreme court ruling, which upheld the constitutionality of a sixty-year-old statute, enacted to prevent slave insurrections, under which Herndon was sentenced to twenty years on the chain gang. [See *Survey Graphic,* December 1935, page 616.] • • After five years of joint money raising effort the leading New York family welfare agencies have returned to what Walter S. Gifford, president of the COS, describes as "normal individual agency financing." • • Authorities of Alexandria, Va., have suggested to the Social Security Board as a suitable site for office space the now abandoned poorhouse of that city. • • With no pride whatsoever New York City admits to 187,606 children under sixteen on its slowly declining but still top-heavy relief rolls.

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The Social Front

Relief

THAT approximately three out of every ten cases on direct relief in Philadelphia have some other income, is indicated in preliminary findings of a survey of supplementary relief cases, now being made by the County Relief Board. Chief sources of this income appear to be part time jobs (private), odd jobs such as peddling and junking, owned businesses such as grocery or tailor shops. A somewhat smaller percent profit from pensions or "take boarders."

In 3.6 percent of cases, in the sample studied, a member of the family received full time wages in private industry; that is, 30 hours or more of work per week. These families averaged in size 5.7 persons, and included a large number of children, handicapped persons and so on, in proportion to employables. The average gross wage for this full time employment was found to be $11.42 a week, with an average supplementary relief grant of $6.59 a week. In only one fourth of the cases so far studied was the head of the family the full time worker. Almost one half were women, mostly daughters of the family, who in normal times probably would not have been chief wage earners. Almost every industrial occupation was represented in these full time jobs, with a slight majority in manufacturing.

Spot-Map—With available city relief funds only sufficient to last through November, St. Louis faced an emergent need to "find" December relief costs, estimated at over $300,000. The state legislature meets in January. Says the *Post-Dispatch* editorially: "The state sales tax was levied primarily to raise money to care for the unemployed, yet St. Louis has not received a cent from Jefferson City since last March. . . . According to a carefully prepared estimate . . . the state revenue fund will have a balance of practically $3 million at the end of this year."

New Jersey's relief situation at present presents an enigma. Arthur Mudd, director of the State Financial Assistance Commission, claims that from August 1935 to August 1936, the relief load has been reduced 61 percent and costs, 71 percent. He credits WPA and the return of relief to municipalities. From a New Jersey correspondent comes word that 214 of the 563 New Jersey municipalities are not now sharing the available funds which the FAC has to dispense to them by allotment. "Why, it is difficult to determine." Local overseers of the poor, meantime, give to the press such statements as "no hope in sight for the city ever to be able to pay rent for relief cases," and charge "red tape" in collecting from the FAC.

With costs of relief administration in Illinois strictly limited to 8 percent of total relief expenditures by local governmental units, the state auditor of public accounts has issued a welcome ruling that costs of handling surplus commodities shall be charged not as administration but as relief.

New York City's ERB is using its influence as the city's largest rent payer ($2,225,000 monthly) to force improvements in sub-standard buildings. Rent allowances have been refused for cases in many such buildings and hundreds of relief families have been moved or will move from buildings with health and fire hazards and other elements of bad housing. . . . The ERB has arranged a traveling eye clinic, to cover all five boroughs with opthalmologists' service for clients. It will expedite, also, the distribution of needed eyeglasses to school children or adults on relief.

Economy—Using reports from forty-one towns, Connecticut's ERC has made a study of cases applying for relief to whom "advice and assistance" were given but for whom no expenditure was made of local public funds. About 1200 such cases were reported, of which 443 were rejected at the initial interview as ineligible. Another 336 were rejected after investigations which required time, study and advice concerning community resources. A third group of 426 applicants was accepted for advice and service only.

The ERC figures that the total service costs for these cases was approximately $2300 (averaging six hours per case, at actual per case cost of administration in these towns) but that had they all been accepted for relief, without investigation, the state, according to average relief costs, would have been out $19,852 for one month.

The CCC "Boys"—The CCC in New York State has provided employment for 117,000 young men and war veterans and about 13,000 "non-enrolled men," such as reserve officers, project superintendents, foremen, educational advisers and the like, according to a recent report from Robert Fechner, federal director of Emergency Conservation Work. Nineteen thousand enrollees and some 1200 non-enrolled men from New York are now at work in camps, in New York or elsewhere.

Differences—A plan now being used by the Chicago Relief Administration for dividing its case load is described as follows: "Different treatment is provided for families whose members may reasonably be expected to bring in some outside earnings than for families where there is no such hope.

"Where there is no employable member in the group a more adequate provision is made for meeting the family needs. A check covering the items of relief for this group is to be given once a month on the assumption that the need is a continuing one. The budget for these families includes food, rent, fuel, light and clothing (on a limited basis). If the situation warrants it, carfare will be given to school children and for clinic attendance. Household supplies, stoves, medical needs and moving expenses may be provided for.

"Where there is one or more employable member in the family unit, the relief check is issued only at two weeks' intervals because of the possibility of the employable members aiding their family by securing outside work. If the budget indicates the need, food and fuel are listed regularly. Other items such as rent, clothing, electricity and carfare may be provided at the request of the professional staff, if the situation requires it."

California Study—By provision of the state legislature, California has empowered its state university to make "an investigation of the unemployment problem and its component parts" with $20,000 allocated for maximum costs. The report is expected for the 1937 session of the legislature to use in its deliberations on unemployment relief.

In Print—This Question of Relief is discussed from many angles, clarified and summarized for the interested layman in a recent Public Affairs pamphlet, the eighth of a series on economic and social organization in America. The material was prepared by Maxwell S. Stewart in cooperation with the staff of the committee on social security of the Social Science Research Council. (Price 10 cents direct from the committee, National Press Building, Wash-

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ington, D. C.). . . . Rural Youth and Relief in Colorado is the third report issued in the cooperative plan of rural research, carried out by the Colorado State Agriculture Experiment Station and the Rural Research Section of the federal WPA.

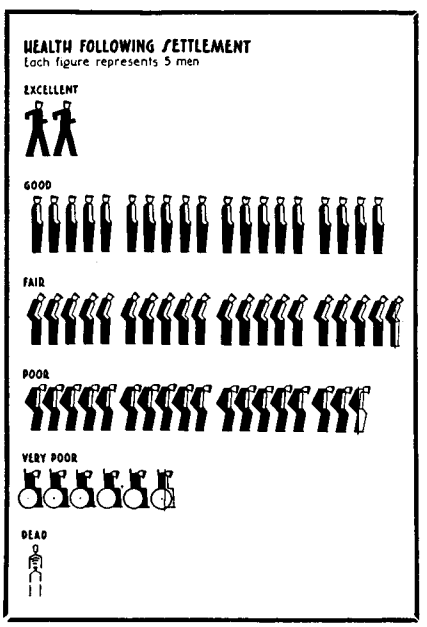
Proposed by John B. Abell, director of the Sacramento Community Chest, and begun in 1935 as a California SERA project, the Sacramento Depression Settlement Survey recruited the aid of RA, WPA, Federal Writers' Project and NYA before it was finished. It is an interesting and enlightening study of shack colonies. Robert A. Muir, supervisor of the original project, enlisted the help of Paul S. Taylor and of N. Gregory Silvermaster, both of the RA, and of James Sharp of the WPA in presenting the material.

Jobs and Workers

WORLD unemployment is now below the 1930 level, according to the figures which Harold B. Butler, director of the International Labor Office, submitted to its governing body at the regular fall session last month. With 100 representing the 1929 level of unemployment, the index, in July 1936, had dropped to 138, from the 1933 peak of 315. The previous low was 142, in July 1930.

Census of Jobless — Recommendations for the appropriation of between $15 million and $20 million for an accurate count of the nation's unemployed are being drawn by officials of the U.S. Department of Commerce. Such a census has been widely suggested during the past few years, with many experts insisting that reliable information as to the amount and distribution of unemployment is essential to its control. It is believed that the Census Bureau could make the count in four to six months. Later check-ups could be made in shorter time and at less expense. Meanwhile, President Roosevelt has suggested the possibility of a "voluntary" census of the unemployed, instead of a door-to-door count, pointing out the obvious economy of this procedure.

Labor Act—The constitutionality of the Wagner Labor Relations Act will be decided at this term of the U. S. Supreme Court. The court has accepted six cases in which this issue is involved. Arguments probably will be heard this month. Most widely discussed of the Wagner Act cases have been those involving employes of The Associated Press [see *The Survey,* October 1936, page 311]; the Jones and Laughlin steel interests; the Fruehauf Trailer Company [see *Survey Graphic,* April 1936, page 220]; and the Friedman-Harry Marks Clothing Company. The other two cases are those involving the Virginia Railway Company, and the Washington, Virginia and Maryland Coach Company. Soon after the Supreme Court accepted these cases, the District of Columbia appellate court, without passing on the constitutionality of the Wagner Act, denied injunctions to half a dozen employers seeking to restrain the labor board from holding hearings on complaints.



What happens to injured workers who receive compensation is considered in a study of 322 New York cases. (Vocational Rehabilitation and Workmen's Compensation by Carl Norcross. Price $1 from the Rehabilitation Clinic, 28 East 21 Street, New York.)

Silicosis—A field laboratory has been established by the New York State Labor Department in a granite quarry at Letchworth Village for testing dust control machinery for the state's campaign to prevent silicosis. The Rockland County outcropping of granite where the tests are to be made is of high silica content, and the dust to be created by drilling this rock will show a high percentage of free silica, the most injurious of all dusts when inhaled. [See *Survey Graphic,* December 1936, page 664.] . . . A cooperative study of silicosis is being conducted at Cornell University Medical College, sponsored by the college, the New York City Department of Health, New York Hospital, and New York Tuberculosis and Health Association. In addition to research in physiology, bacteriology, chemistry, and so on, patients with silicosis are being hospitalized for careful study. Further, a considerable number of workers in industries with a known silicosis hazard are to be examined and X-rayed. The work is being financed with WPA funds, and with contributions by the cooperating agencies. The reports will not be available for a year.

Public Works — Results of large scale use of public works to help take up the slack when private industry sags have been studied during the past three years by the U. S. Bureau of Labor Statistics. Herman B. Byer has directed the study, a preliminary report on which is published in the last issue of the *Monthly Labor Review.* The study shows that a total of 10,736,700 man-months of employment were created in the first three years of the PWA building program at building sites and in finishing materials for PWA projects. A selected group of industries receiving PWA orders showed increases in employment ranging from 14 to 225 percent during the three-year period. The study, which is nearing completion, is expected to determine definitely for the first time the relationship between work created at building sites and that generated in producing, fashioning and transporting materials.

Three Cents an Hour—This is the title of a bulletin on industrial homework in Pennsylvania, written by Myra Cowdrick and issued by the Bureau of Women and Children, Harrisburg. The illustrated pamphlet describes the conditions under which homeworkers toil. Among the articles they produce are baby bootees and sacques, embroidered baby dresses, hand-knit sweaters and skirts for women, toys, rag rugs. Embroidered garments for which the homeworker receives 25 cents to $9 *a dozen,* retail for from 50 cents to $10 *a garment.* Working nine hours a day a fast worker can, at these rates, earn about 25 cents a day. Since the NRA codes were abolished, efforts to raise homework standards, and to prohibit homework involving a health hazard to the consumer have been defeated in the Pennsylvania state legislature.

Labor Laws—Elimination of industrial homework through state and federal legislation, was urged by the third national conference on labor legislation, called by Frances Perkins, Secretary of Labor, in Washington, November 11-13. The conference declared itself in favor of state and federal minimum wage laws, and endorsed "the proposal of an amendment to the Constitution to permit without question effective state and federal minimum wage legislation." The conference also endorsed the eight-hour day and forty-hour week as a maximum for all workers; full participation by the United States in the work

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of the International Labor Office; a sixteen-year minimum for children in industry, and ratification of the child labor amendment. The conference also went on record as favoring the development of "an adequate foundation for state labor administration through state labor departments with broad powers and adequate appropriations to perform both fact-finding and administrative functions and to suggest programs of labor legislation."

Minimum Wage—Just as this issue was going to press came word that the constitutionality of the Ohio minimum wage law had been upheld in a three-judge federal court, Judge Florence Allen presiding. The cases were brought, not by employers, but by employes. Since the Ohio state constitution contains a section authorizing adoption of minimum wage laws by the legislature, the constitutionality was questioned in relation to the federal, not the state constitution. It is understood an attempt will be made to carry the cases to the U. S. Supreme Court. The Ohio law is almost identical with the New York law, which the highest court last spring declared unconstitutional. [See *Survey Graphic,* July 1936, page 412.]

Civil Service

"THE course of true love never did run smooth." Civil service status long has been one of the dearest goals of New York City's employe organization of public relief workers, recently included in the AF of L through its affiliate, the American Federation of State, County and Municipal Employes.

Last year, the New York state legislature enacted laws providing for the transfer of emergency relief functions to permanent public welfare departments, state and city, on recommendation of the Governor's Commission on Unemployment Relief. This immediately involved civil service status, and the legislature, after a considerable contest, passed the Hendel bill, enabling all emergency relief bureaus in the state to place their staffs in the classified civil service, after civil service examinations; excluding the use of already existing civil service eligible lists to fill relief staff jobs under the new public auspices; and requiring that due credit shall be given for experience with the ERB.

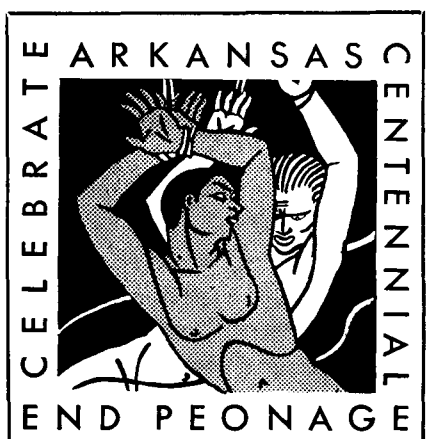
In New York City, the civil service commission first turned its attention to the 3000 investigators in the ERB and ruled that, although entrance requirements would be waived for staff candidates by virtue of present employment, the group nevertheless must pass an open competitive examination before receiving civil service appointment under the city welfare department. This threw out an earlier tentative agreement, whereby all staff members who received a passing mark would be qualified over outsiders.

Waging a vigorous fight on the "open competitive" point, with a large degree of sympathy from higher-ups and the social work profession generally, the embattled ERB staff investigators have proclaimed their willingness to have their "paper" qualifications tested, but protest an open contest with outsiders who do not possess the important, but not easily tested, qualification of experience. The civil service commission has answered to the effect that the state constitution requires that civil service examinations be "open competitive," and that weighting for experience will be allowed, in making appointments.

As the employes' union sees it, the catch is that no satisfactory declaration has been made as to how that weighting shall be determined. Without such assurance, they feel, the examination remains in effect "open competitive." They believe, further, that any extensive disruption of the present organized and experienced staff not only will fail to satisfy the original intent of the state legislature but also will work hardship on relief clients.

But, the civil service commission says, a definite declaration from them, as to weighting for experience, might render the examination open to the constitutional objection that it was not "open competitive." The commission has expressed itself, further, as believing that staff members have little to fear and with few exceptions will be retained. Of 11,000 applicants for the examination to date, nearly half are now employed in some capacity by ERB.

Those employes of the ERB not affected by the present controversy see in it a forecast of their own fate in the course of the transfer of the entire bureau to the city welfare department, now scheduled for July 1. A proposal for a strike "in case all other resources fail" was passed by a majority in the employes' union. Mayor La Guardia has appealed to them not to strike, saying that "to leave their employment at this time would disqualify them from obtaining the experience credit which is based on actual employment at the time of taking the examination."



ROCKWELL KENT designed the stamp with which the Workers Defense League, 112 East 19 Street, New York, is raising funds to defend sharecroppers and farm workers arrested for union activities. The stamp links the campaign to end peonage with the Arkansas centennial celebration.

Social Insurance

OYSTER workers are among the problem cases of the Social Security Board. Some of them work at sea. Seamen are not covered by the Security Act. Some of them work ashore. They are included. And, just to make it harder for the oyster workers and for the Security Board, some of them spend half the day on shipboard and work the rest of the day ashore.

Exempt Employers—Banks which are members of the Federal Reserve System have been declared exempt from social security taxes by the Bureau of Internal Revenue. *The American Banker* reports that many financial writers in Washington "understand" that the American Bankers Association will favor a bill in the next Congress which would put all bank employes under the Security Act. . . . Elmer F. Andrews, New York State industrial commissioner, announces that many applications are being received from exempted employers who voluntarily wish to take advantage of the State Unemployment Insurance plan, as the law permits them to do. Among these applications for voluntary coverage are those from doctors, lawyers and other professional people with a staff of fewer than four workers, small tradesmen and restaurant owners, research institutions, private schools, charitable and religious organizations.

Administration—With the cooperation of 45,000 post offices, the Social Security Board is carrying forward the enormous task of setting up accounts for some 26 million individuals for whom old age benefits will begin to accrue on January 1. An identification card, similar to an insurance identification card and bearing the number of his account, is being issued to each employe covered by the plan. . . . Fifty-six field

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offices of the Social Security Board have been set up in all parts of the country, to work with postmasters, employers and employes in handling applications for social security accounts. These offices are under the direct supervision of the Bureau of Federal Old Age Benefits, and are cooperating with the central accounting post offices in each district. . . . To prevent "accidental victimization of workers as a result of the administration of the Security Act," the Board announces that any covered employe may at any time change the name under which his account is carried, or his identification number. . . . John G. Winant, former governor of New Hampshire and first chairman of the Social Security Board, is returning to the board, at least temporarily, to complete the task of organization. He resigned during the campaign, and resumes his post at the request of President Roosevelt.

Company Plans—A writer in *The Journal of Commerce* finds that a majority of firms with old age benefit systems of their own have not discontinued them. Rather, they are modifying their systems to integrate them with the provisions of the Social Security Act, so that the worker stands to gain rather than to lose. . . . On March 31, 1936, the eight insurance companies doing 95 percent of the group old age insurance business in this country were administering 441 company plans covering 349,000 workers.

The General Electric Company, which has had an old age pension plan since 1912, announces that employes taken on since January 1, 1936 will be covered solely by the federal old age benefit plan on the first $3000 in pay. Employes in this category receiving more than $3000 may put 6 percent of the excess into a pension trust, and the company will add 3 percent. For employes engaged before January 1, 1936, the company announces that payments under the company plan may be reduced by an amount not exceeding the sum received by the pensioned employe under a state or federal plan to which the company contributes. . . . The Bell System's affiliates have announced to their 270,000 employes that, while complying with the requirements of the Social Security Act, the companies will continue their own old age benefit plan in such a manner that "should the federal program remain unchanged until 1942, workers will receive an amount equal to the full company pension and one half the government pension." . . . The General Foods Corporation employes' retirement plan, in effect for the past two years, will continue in force pending a test of the constitutionality of the Social Security Act. . . . The Mills Novelty Company of Chicago has announced that the company will pay both its own and its employes' taxes under the old age benefit title of the Social Security Act. The decision affects 2600 employes.

State Legislation—Texas is the fifteenth state (including the District of Columbia) to have a state unemployment insurance law approved by the Social Security Board. The Texas law is of the pooled fund type, with maximum benefits of $15 a week for fifteen weeks a year, and "extended benefits" of ten additional weeks for employes with long service records. Employes do not contribute to the fund. . . . Governor Johnson of Colorado is calling a special session of the state legislature to enact unemployment insurance legislation, as recommended by the special committee appointed to study the question. . . . An extraordinary session of the Connecticut legislature is considering an unemployment insurance bill of the pooled fund type, recommended by a special commission. . . . Governor-elect Frank Murphy of Michigan has appointed a commission, headed by William Haber, to analyze social security needs in that state, and to draft laws for submission to the legislature when it convenes in January. . . . A telegraphic poll of members of the general assembly in Virginia indicates that a majority of both houses favors a special session, before January 1, to consider an unemployment compensation measure. . . . Governor Lehman of New York, re-elected for a third term, plans a militant fight to obtain enactment of a "full social security law" at the coming session of the legislature.

States Vote

SOCIAL security questions in the form of referendum measures or constitutional amendments were voted on November 3, in eight states: Colorado, Florida, Kansas, Louisiana, Nevada, Oregon, South Carolina and Washington.

Florida, Kansas, Louisiana and South Carolina adopted constitutional amendments empowering the legislatures to enact public assistance laws, while Kansas and Louisiana lawmakers were given specific authority to deal with unemployment insurance.

A new constitutional amendment in Colorado replaces the present old age pension plan with one which provides for *minimum* pensions of $45 a month to all citizens over *sixty* years of age. Since federal funds are not available to supplement pensions of more than $30 a month, nor to persons between the ages of sixty and sixty-five, state officials fear that this amendment, by earmarking for old age assistance certain funds needed for aid to dependent children and for general relief purposes, will have a disastrous effect on the public assistance program of the state. Estimates of the additional cost of the liberalized pensions range from $8 million to $13 million annually.

Voters in Nevada, Oregon and Washington defeated old age assistance measures. The initiated measure in Washington would have liberalized the present scheme by granting standard allowances of "reasonable amounts" not to exceed $100 a month to the aged or to persons totally blind or disabled. The Nevada proposal contained a residence requirement of fifteen years, which would have made the state ineligible for federal aid. Old age pensions in Oregon would have been practically wiped out had the referendum succeeded there, according to information from that state.

In Georgia, a social security amendment was kept off the ballot by the governor's veto. In Arizona, Arkansas and Oklahoma, initiated measures were kept off the ballot by technical defects.

Public Assistance

OLD age assistance under the Social Security Act passed the million mark in November. With all but eight states now participating in the program, the estimated number of old people receiving cash allowances in November was 1,046,730—an increase of about 182,000 since August. More than two and one half times as many old people are now being aided under this state-federal program as were receiving state old age pensions in 1935.

Four state public assistance plans were approved by the Social Security Board in the thirty-day period ending November 15—for old age assistance in Florida, aid to the blind in Louisiana and North Dakota, and aid to dependent children in Pennsylvania. This brings the total number of approved state plans to forty-two for the aged and twenty-seven each for the blind and for dependent children. Of the forty-three states having approved plans for some form of public assistance, twenty-three are participating in all three programs.

In November, 1,413,605 persons—337,800 children and 29,075 blind in addition to the more than a million aged—received assistance under these three plans as compared to approximately 1,072,000 in August. Federal public assistance grants from February 1 to November 14 totaled $91,115,327, of which $79,817,955 was for old age assistance, $3,092,703, for aid to the blind, and $8,024,669 for aid to dependent children. The participating states already

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are aiding a substantially larger number of children than were cared for under state mothers' aid laws prior to the passage of the Act. What is at least equally important, under the more flexible provisions of their new federal-state plans they are able to give increasing attention to the welfare of the child, both as an individual and in relation to his family group.

As public assistance has gone into action in the states and in their local subdivisions, the need for cooperation—among state agencies and between states, as well as between the states and the federal board—has become increasingly evident. Within each state, there is the problem of integrating the state and local public assistance administration and of correlating with it the work of various other agencies. The cash public assistance allowance, important as it is, will not solve all the difficulties of those in need. Public assistance administrators are already looking toward increasing cooperation among welfare agencies—community, state, and federal, public and private—as one of the most effective ways of making the social security program the nucleus for comprehensive state public welfare services.

Problems of interstate relationship are also engaging their attention and attempts are already being made to work out agreements between the various states in order to meet such practical difficulties as the following: An old person (it might equally well be one of the blind or a dependent child) living in one state may have relatives in another state who, though unable to give him complete support, offer him a home in which he would be welcome and happy. But under most state laws he must stay where he is, and remain wholly dependent on public assistance, although the state would save money and the man himself would be better off if this opportunity could be accepted. A number of states are already considering the possibility of developing interstate agreements to meet this difficulty.

Similar agreements may also be worked out to provide for aged and blind persons who, after having lived most of their lives in one state, move to another and find themselves in need. Under most state laws, they are ineligible for state-federal assistance—in the old state because they have lost their claim of residence, and in the new state because they have not lived there long enough to establish their claim. The burden of providing for these people is usually added to the local relief load (with or without state aid). In the interests of economy, the states could work out reciprocal agreements so as to secure federal assistance in caring for these persons. Since movement between neighboring states probably would be pretty equally balanced, and since there is nothing in the Social Security Act to prevent such arrangement, it seems likely that some cooperative scheme for meeting these situations will be developed.

In Print—Now available in reprint form is Mary Irene Atkinson's article, Organizing for Child Welfare Grants-in-Aid, first published in the *Social Service Review*, September 1936. (From the U.S. Children's Bureau, Department of Labor, Washington.)

The Public's Health

WITH group hospitalization plans currently estimated to enlist nearly a half million subscribers in sixty communities, the Julius Rosenwald Fund has voted $100,000 to the American Hospital Association for the study and development of voluntary hospital insurance. A special committee on hospital service, with C. Rufus Rorem as executive director, will carry forward the proposed study. The committee will give technical advice and consultation to group hospitalization plans existing or being formed, and will work on the relations of such hospital services with the medical profession, public welfare, insurance and hospital interests. The program is a continuation of activities of the AHA since 1933, when trustees of the association first endorsed group hospitalization.

Recently in Baltimore a non-profit civic enterprise to furnish hospital service on a subscription basis to public and private employe groups was undertaken, with medical and dental societies, as well as hospitals, participating.

Social Hygiene—Plans are under way for the first National Social Hygiene Day, to be observed February 3, 1937. The American Social Hygiene Association, sponsor of the plans, will hold its annual meeting on that day, simultaneously with local organizations all over the United States. It is believed that the observance will help to capitalize the new interest observable throughout the country in Surgeon General Parran's challenge, "Stamp out syphilis."

Nutrition—America is not alone in its interest in proper foods and diets. The *Journal* of the Chinese Chemical Society, according to the World in Brief news service, reports a study made by research workers at Fukien University, Foochow, indicating that the common Chinese fan fish contains an oil superior to that of the cod in vitamin content, taste and odor, and much lower in cost. . . . Native Indian scholars in the department of biochemistry, Indian Institute of Sciences at Bangalore, claim to have demonstrated that donkey's milk is one and a half times as digestible as cow's milk.

By Social Security—Local public health projects of many sorts are being established under operations of the Social Security Act. The Bureau of Maternal and Child Health of Indiana has extended its services to nineteen counties. A traveling dental unit was an early acquisition of the bureau. . . . The first local health unit in New Jersey under the Social Security Act has been organized in Long Branch, for Monmouth County. . . . In Colorado, an initiative statute has been adopted by the state legislature to provide for assistance to the needy tuberculous through "cooperation with the Social Security Board or other federal agency." . . . Massachusetts' state commissioner of health, Dr. Henry D. Chadwick, reports plans for using Social Security funds to expand state health department activities. Projects will include district milk laboratories in rural areas and ten clinics for crippled children.

Nurses and Nursing

THIS year marks a Silver Jubilee for the NOPHN. Organized with the intent of fostering, promoting and coordinating public health nursing—"which sounded simple enough," says the organization—the work itself "has been somewhat less simple. We've weathered the depression and to some extent it has weathered us. . . . Both nurse and NOPHN have had enough of it. Now what we both want is a celebration . . . and we're going to have it," they announced, as they enrolled their eight-thousandth member.

WPA and State—Communities in New York State have benefitted in the last three years by more than two million visits from community nurses sponsored and supervised by the State Department of Health and financed by the WPA. More than 900,000 of these visits gave bedside care to the needy sick. Others were in the interests of specific health instruction in the home, mostly to expectant mothers, mothers of newborn infants, or others having health problems involving infants or pre-school children. These services were given in 56 percent of cases to families on relief; the balance helped those who were otherwise able to maintain themselves but could not afford nursing service. (Com-

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munity Nursing, A Supplementary Statewide Program of Public Health Nursing. From the Department of Health, Albany, N. Y.)

Supply and Demand—The vexed problem of over or undersupply of nurses, long the subject of study by national nursing organizations, is receiving attention from other sources, notably from the Russell Sage Foundation in a newly issued study by Esther Lucile Brown. Her conclusions are in line with the thinking of the League for Nursing Education, the NOPHN and the ANA, in their efforts of late years to raise educational standards and restrict the number of small, low standard hospital training schools which serve a largely utilitarian function. (Nursing As a Profession. Price 75 cents direct from the foundation, 130 East 22 Street, New York.) Miss Brown draws attention particularly to the uneven geographic distribution of nurses. With a total white population of 244,000 in twenty-six parishes of Louisiana, not a single active graduate nurse was found. In Schoharie County N. Y., there is but one trained nurse to every 5391 persons, while in the borough of Manhattan there is a trained nurse to each 234 of the population.

At the recent annual meeting of the American Hospital Association grave concern was expressed lest a serious shortage of nurses occur. The needs of the rural areas were particularly stressed. Discussing the hospital folk's expressions, the *Journal* of the ANA said: "It is quite probable that careful analysis of community resources by appropriate groups would reveal no true shortage of nurses, but rather a faulty distribution based, in part at least, on unsatisfactory conditions of hours, incomes, and inept administration of graduate staff nursing in hospitals. The ANA study of salaries, incomes and conditions of employment will throw needed light on these aspects of the situation."

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Literature on Request

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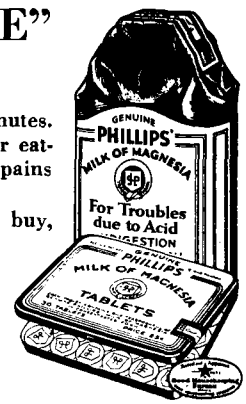
Try this way. When you buy, see that any box or bottle you accept is clearly marked "Genuine Phillips' Milk of Magnesia." A big box of the tablets, to carry with you, costs only 25c.



PHILLIPS' MILK OF MAGNESIA

School Health

COOPERATIVE action is today's guidepost to school health. In New York City, recently, the Public Education Association, with forty interested agencies participating, held a special meeting on the school child and his health. Dr. John L. Rice, commissioner of health, and Harold G. Campbell, superintendent of schools, joined with others in pleading for cooperative action on health conditions in the public schools.

A four-year study by a committee on health work in the New York City schools recently was initiated at the request of Dr. Rice and Mr. Campbell. It will be financed by joint grants from the Milbank Memorial Fund, Metropolitan Life Insurance Company and the Liquidation Committee of the American Child Health Association.

A recent conference in Harrisburg, Pa., was called by Lester K. Ade, state superintendent of public instruction, to coordinate efforts of state and national agencies for the school health program. A permanent health council for the purpose was proposed. Among the problems considered were cooperation in the enforcement of school sanitary laws, and in assurance of remedial measures for defects found in medical inspections; use of dental clinics; care and education of crippled children; inspection and remedial work with pre-school children; cooperation in providing school nursing service for all school children.

Homework—The *Ohio Health News* points out the health dangers in homework for school children and quotes deliberations of the Association of District Superintendents of New York City to the effect that: "Compulsory homework for children should be prohibited below the fourth school year. For pupils in seventh-year classes, the maximum time for home lessons should be one hour. In eighth-year classes it should be one hour and a half. . . . In every school, some uniform plan should be adopted to regulate the general plan of home study, and throughout all grades teachers should be directed in the use of the study period where such period is utilized." The *News* warns further that home conditions should be taken into account, and that any real solution of the problem requires the joint research of health authorities, school management and school medical services.

College Students—A special research project on the health of college students is on this year's program of the American Youth Commission of the American Council on Education, directed by Harold S. Diehl, University of Minnesota, and Charles E. Shepard, Stanford University. Graduate students will gather information through arrangement with NYA. The Youth Commission itself is a privately financed

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non-governmental agency, set up to make a long time study on the care and education of American youth.

In School and Out

FEAR of "the hex" is being banished from Pennsylvania, say public school authorities. This terror which has haunted many rural communities since the days of the early settlers, is being conquered by school teachers who find that science instruction, even in the lower grades, is an effective weapon against superstition. Country children are learning to laugh at "signs" and "spells" which terrified their families only a few years ago. Court records show the "hex" responsible for many crimes over the last half century, including murder and arson.

Adult Education—A new building to house an experimental adult education project was dedicated by the University of Minnesota last month. It includes living quarters for one hundred students, clubrooms, a chapel, conference and classrooms, a library, refectory, and a subterranean garage. The project has grown out of the suggestion of President Lotus D. Coffman in 1934 that technicians and professional people should have an opportunity to return to the university for intensive short courses to help them keep abreast of their fields. Under the experimental program, courses will be brief, with many units lasting only a week. Instruction will be mainly through lectures and discussion groups. The faculty of the university will be augmented by experts from each area of study. . . . An elaborate study of the educational status of the adult population of Chicago, recently completed for the sociology department of the University of Chicago by Richard O. Lang, throws some light on the formal educational equipment of the "average adult," the typical patron of adult education facilities. According to Mr. Lang's findings, 60 percent of Chicago's adult population have had no schooling beyond the eighth grade; 26.5 percent have had three years of highschool or more; 8.7 percent have had at least one year of college. For the entire population of the city eighteen years old or above, the average grade completed in school is 8.1. . . . A preliminary report of the ten public forum demonstration centers, organized under the leadership of the U. S. Office of Education, is published as an illustrated pamphlet. (A Step Forward for Adult Civic Education. Price 10 cents from the superintendent of documents, Washington.) The demonstrations are in both rural and urban communities. This report stresses "the basic principles and provisions which are fundamental to the . . . demonstrations," namely: local responsibility and control; forum leaders and discussion subjects determined by the local management; ten or more meetings held in each community; forums free to the public; each project expected to contribute its experience and research to the public agencies of education.

AMERICA has many public monuments to her pioneers. But that pioneer in social relations, Jane Addams, built in Hull-House the only monument she ever wanted. Jane Addams remains as she always was, a vivid person. The memorial medal by Nancy Cox-McCormack, here reproduced, suggests some of her living quality. Several hundred medals have been made available by the Memorial Fund, 800 South Halsted Street, Chicago. Price five dollars.

One City's Youth—The collection of "basic information" on the youth problem in Denver, Colo., obtained through personal interviews with 6591 young people between sixteen and twenty-four years of age, has produced some significant findings. They are summarized in a recent report, Business Study No. 83, Bureau of Business and Social Research, University of Denver. The carefully analyzed data show that for the most part Denver's young people live at home. Of the sampling, 47 percent have completed highschool, one third have been to college, 2.3 percent have finished college. "The extent of educational training received by youth is materially affected by family income." The median weekly wage of those employed is $14.02. Of those working full time, 20 percent have vocational preparation for their present jobs, 23.6 percent preparation for other jobs; 56.4 percent, no vocational preparation at all. The study was made through the cooperation of the Committee on Youth Problems in the U.S. Office of Education, the state relief administration and the department of public instruction.

Compulsory Drill—In spite of an active campaign in its favor, the referendum measure on the Oregon ballot to abolish compulsory military training in all state supported schools was defeated by a seven-to-five vote. Military training is on a compulsory basis at the University of Oregon and at the State Agricultural College. For five years before the referendum was taken, various efforts to make the courses optional had failed. About one fifth more than the required number of signatures were obtained on the initiative petition. The measure was opposed by the American Legion and by other influential groups. . . . In Carbondale, Ill., where the school board voted four to one to establish a highschool unit of the ROTC the proposal was decisively defeated in an unofficial referendum vote held under the leadership of the local ministerial association. . . . A report on the present status of military training in schools and colleges, prepared by a special committee of the National Peace Conference, 8 West 40 Street, New York, shows "the increasing extension of military training in our civil schools and colleges," and analyzes legislative proposals to prohibit compulsory training on highschool and college campuses.

Community Audit—The present needs of Philadelphia's children, and the city's present resources for meeting them were the theme of a recent luncheon conference of the children's department of the Council of Social Agencies. In discussing the part of the schools in a community program for children, Winifred Notman Prince pointed out that about one third of the youth of Pennsylvania between sixteen and twenty-one were in school at the time of the last census, "the others were drifting in and out of jobs." Describing the social as well as the individual loss involved in unplanned, untrained years after formal schooling ends, she urged: "We must accept the responsibility of planning for the total lives of the young instead of for five hours of 180 days in each of ten years," making full use of school buildings, play areas, parks and other community facilities.

Skill Needed—An organized effort to establish apprentice training in the state for all lines of skilled work was recommended at the state National Youth Administration conference in New York. The recommendation was based on the need of youth for jobs

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and the present shortage of skilled workers. Dr. Oakley Furney, chief of the industrial bureau of the state education department, suggested that representatives of schools, employers and organized labor outline a program for such training. Opportunity for youth in the skilled trades was indicated by the report of the committee on employment of the U.S. Chamber of Commerce, which declares that there is a national shortage of skilled labor in industry.

Housing

SPOKEN not by an ordinary housing "fan," but by the President of the United States, were these words uttered publicly just prior to election: "We have too long neglected the housing problem of our lower income groups. We have spent large sums of money on parks, on highways, on bridges, on museums and for other projects of civic betterment. . . . But we have not yet begun adequately to spend money in order to help the families in the overcrowded sections of our cities to live as Americans have a right to live. . . . You and I will not be content until city, state and federal governments join with private capital in helping every American family to live that way. . . . We who believe in better housing have not been defeated. I am confident that the next congress will start us on our way with a sound housing policy."

Whether or not this means that the successor to the Wagner housing bill, which died with the last Congress, will become a presidential "must" in the next one, remains to be seen.

Alleys Go — Washington's Alley Dwelling Authority has recently opened its first low rental housing project for Negroes. [See *The Survey,* December 1935, page 377.] On the site of one of the city's worst former slums, the project consists of eleven reconditioned buildings and twelve new four-room houses with modern equipment, renting from $15.50 to $28 a month. The houses form an open court facing a grass plot. According to John Ihlder, director of the authority, this project will be self liquidating, rents being based on cost of site, construction and overhead plus 3 percent on the capital invested. The development is called Hopkins Place in honor of Mrs. Archibald Hopkins who labored so long to wipe out the alley slums of Washington. It represents, says Mr. Ihlder, "the least that the informed public in the District of Columbia will accept from now on." The authority has acquired a number of Washington's two hundred alley squares, demolished the buildings, and put the property to appropriate use—whether for housing, recreation, parking, or as sites for storage garages.

England Acts — The Minister of Health has announced that on January 1 the law against overcrowding, passed in 1935, will become operative in a large part of the kingdom. After that date local governments will be empowered to cause the eviction of enough tenants to bring occupancy down to prescribed standards and to levy fines against landlords who fail to report overcrowded conditions in their dwellings not already known to the local government.

Since the passage of the Act about nine million homes have been inspected preparatory to its enforcement. Full information is given in The Report on the Overcrowding Survey in England and Wales, 1936. (Price $2.25 from the British Library of Information, 220 Madison Avenue, New York.)

New Zealand is working on a government housing and slum clearance program which aims at a house set in a garden for every worker in the country. The government anticipates spending at least $25 million the first year for houses, built on state land, to rent for approximately $5 a week.

They Do Pay — Up to September first, tenants in twenty-five resettlement projects in thirteen states, completed or nearing completion, had added $187,323 to the U. S. Treasury in rent payment, varying from $7.50 to $14.50 a month. "Perhaps," says Major J. O. Walker, director of the management division of the RA, "this record of our collections may persuade landlords that a low income family does recognize and meet its obligations promptly." . . . On the other hand, the Home Owners Loan Corporation, dealing with a higher economic group, has authorized foreclosure proceedings on approximately 38,000 properties. The reasons advanced are principally wilful default, abandonment of property and legal difficulties, due to such causes as the death of the owner.

Negro Housing—If the present rate of applications continues there will be a waiting army of 15,000 would-be tenants when Harlem Houses, the PWA project for Negroes in New York City, is completed next July. This situation, says H. A. Gray, director of the PWA housing division, is striking proof of a shortage of decent housing in Harlem at rentals commensurate with the purses of its population. That the Harlem situation is typical of Negro housing the country over was attested at a conference on better housing among Negroes held recently under the auspices of the Washington, D. C. Conference on Housing. Although, it was agreed, the most important issues in housing are economic and environmental, covenants and restrictions preventing the normal expansion of areas open to Negro occupancy make the problem of Negro housing increasingly acute. It should be noted that more than a third of the PWA public housing projects are designed for Negro tenancy.

For Social Workers—As a first step toward pooling the housing experience of social agencies the housing committee of the AASW has published Bulletin No. 1, Housing Work of Family Agencies, summarizing the programs of six family societies in New York City. (From the AASW, 130 East 22 Street, New York.)

Volunteers

BELIEVING that volunteer workers, as well as professional, need to see their communities whole, the Rochester Council of Social Agencies maintains an active and well-organized department of volunteers. The department's functions include the same coordination of programs, joint planning and common action recognized as essential in other arms of social work. The roll of members includes volunteers from twenty Rochester social agencies and boasts a specially designed membership button.

On occasions calling for mobilization of large groups of volunteers, the department has been of particular service. Typical activities have been a survey of boys returned from CCC camps, a special home visiting program for the Emergency Work Bureau, and efforts related to community chest drives.

The department, through its training programs, aims to fit the volunteer for her job, and, by outlining specific qualifications, to select the right job for the volunteer. At present, the council is carrying out a survey of volunteer social work in Rochester. Incomplete findings indicate that about 16,000 different kinds of non-paid jobs are being performed, covering a wide range of agencies and activities.

For Board Members—Designed particularly for board members was a course given this season in St. Louis by Leah Feder, of the George Warren Brown Department of Social Work of Washington University, and arranged by the Community Council's department

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of volunteer service. Two mornings a week for eight sessions, the class discussed the board member's special function, explored exhaustively special board interests and functions, and the philosophies, history, and fundamental principles governing the organization and functioning of a board.

Club Program—The Pennsylvania Birth Control Federation has prepared and distributed to the federated women's clubs of the state an ingenious plan and study outline for a discussion meeting on birth control. The General Federation of Women's Clubs and more than a dozen state federations have passed resolutions favoring intensive study of birth control and eugenic sterilization and supporting the legalization of contraceptive advice. Copies of the program booklet may be obtained from the American Birth Control League, 515 Madison Avenue, New York. (Price 25 cents.)

Junior Leagues—In Raleigh, N. C., where there is no council of social agencies and where community chest activity is a function of the Chamber of Commerce, the local Junior League is financing a survey of the city's social agencies, aiming to gather facts for a reorganization of the chest plan and a better evaluation of local social services. . . . The only children's service and boarding home care organization in Miami, Fla., is the Children's Service Bureau of Dade County which this year is sponsored and financed by the Junior League of Miami. Working in close cooperation with the state board of public welfare and with the State Children's Home and Aid, the league hopes so to establish the agency in the community that after this year's demonstration it will continue on its own feet. . . . The Columbus, Ohio, Junior League for the past three years has employed a professional social worker, Kathleen Hambly, as secretary of volunteer placement. It is her responsibility not only to stimulate social agency interest in lay participation but also to direct and train volunteers in their jobs. Miss Hambly's work this year has expanded into a central bureau for placement of volunteers, administered as a part of the Council of Social Agencies, with the league paying costs and the service made available to all volunteers in the city. This is looked on as a demonstration service, eventually to become a part of the Community Fund.

In Print—The Board Member, "a guide to the discharging of administrative responsibilities for social work," has been published for the New Haven Council of Social Agencies by the Yale University Press. The manual, prepared by a council sub-committee on administrative practice, Anne R. Winslow, chairman, and designed for board members who take their position seriously, presents outlines for study of every facet of board responsibility. While drawn primarily from private agency experience, much of the material is equally applicable to public agencies. A bibliography is included. (Price $1 from the council, New Haven, Conn.)

People and Things

SINCE the turn of the century, Mary Willcox Glenn has been contributing leadership continuously in the developing field of family welfare work. A Baltimorean by birth, Mrs. Glenn came into social work as a COS visitor at a time when effective social work was experiencing its first professional stirrings. In executive positions in Baltimore, and later in New York as a volunteer, Mrs. Glenn helped to guide what was then called the organization of charity. In 1911, the country-wide body was formed, the National Association of Societies for Organizing Charity, from which has evolved the present Family Welfare Association of America. Since 1920 Mrs. Glenn has been president of the FWAA, an office from which she retired last month, when the association celebrated its twenty-fifth anniversary.

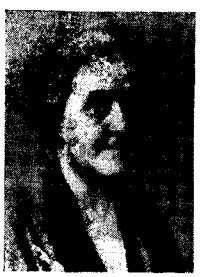

Photo by Pels

The name of Glenn looms large in voluntary social work, embellished with the achievements not only of Mrs. Glenn but also of her husband, John M. Glenn, from 1907-31 director of the Russell Sage Foundation. In 1915 Mrs. Glenn was president of the National Conference of Social Work; Mr. Glenn held that office in 1901. She was a founder of the International Migration Service and is president of the National Council of the Church Mission of Help.

With Honor—For its annual honor for distinguished civic service, the St. Louis Award Committee has designated Charles Nagel, a leader in national, state and city affairs for a generation. Mr. Nagel was president of the United Charities Campaign from its organization in 1932 until about a year ago. When the UCC recently was threatened with dissolution, he threw his influence into the balance and held it together. The award committee in its citation said: "For his achievement in persuading the Catholic Charities, Community Fund and Jewish Federation to continue their cooperative philanthropic efforts in St. Louis under the direction of the United Charities. . . ."

The 1936 Public Welfare Medal of the National Academy of Sciences has been awarded to Dr. Frederick F. Russell, lecturer in preventive medicine and epidemiology at Harvard Medical School, and former director of the International Health Division of the Rockefeller Foundation.

Virginia C. Gildersleeve, dean of Barnard College, New York, this year received the annual gold medal of the American Woman's Association, awarded "for outstanding achievement in her own field by a woman in the metropolitan area during the past year."

Margaret Sanger, in recognition of her leadership in the birth control movement, received the annual Award of Honor given by New York's Town Hall Club to the member who has made "the most conspicuous contribution to the enlargement and enrichment of life."

A memorial to Charles B. Stover, one time social-minded commissioner of parks for New York City, recently was dedicated in the Shakespeare garden of Central Park. To Mr. Stover's efforts, the city's East Side is indebted for the benefits it derives from Seward Park, for which he was responsible.

Comings and Goings—The Public Charities Association of Pennsylvania recently elected as president Earl G. Harrison of Philadelphia. Dr. Camilla M. Anderson, of Pittsburgh, who has had wide experience in Pennsylvania hospitals, is the new full time secretary of the association's mental hygiene committee. . . . Dr. George K. Pratt recently was appointed medical director for the Connecticut Society for Mental Hygiene, succeeding Dr. E. Van Norman Emery, who has been appointed professor of social psychiatry at Washington University, St. Louis.

Brigadier Edwin Perrett, for nine years divisional secretary of the New York area of the Salvation Army, has been appointed to the northern New England division.

Dr. John Slawson, director of the Jewish Board of Guardians has taken on the additional duty of directing the Hawthorne-Cedar Knolls School, a position from which Harry M. Shulman recently resigned. Joseph Galkin is the new assistant director. . . . Helen F. Leighty, formerly with the New York PTA has succeeded Mary Arnold as director of the New York Children's

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Welfare Federation. Miss Arnold has been appointed secretary of the city's Committee on Neighborhood Health Development, which functions under the Health Department. . . . The department of research and publicity of the National Child Labor Committee has added to its staff Jane Whitbread, just out of Vassar College.

The Music School Settlement of Brooklyn, N. Y. has a new director, Theodore F. Fitch from Rochester University, and a new associate director, Elizabeth Bussing who has been working on neighborhood studies with Mayor La Guardia's Committee on City Planning for New York.

SSB—The Social Security Board has appointed Roger F. Evans, businessman and recently director of the industrial bureau of the Philadelphia Chamber of Commerce, as special supervisor of field organization for the board's bureau of federal old age benefits.

Murray L. Latimer has resigned as director of the bureau, so that he may be able to devote all his time to the Railroad Retirement Board, of which he has been chairman. He is succeeded by Henry P. Seidemann of Texas who has been coordinator for the board and has had long experience as a technical adviser to governments and governmental agencies. . . . Norman Ware, from Wesleyan University, Middletown, Conn. has been appointed senior economist with the bureau of research and statistics of the Social Security Board.

Anne Geddes resigned recently from the Russell Sage Foundation to become a senior regional statistician with the board, for the New England region. Miss Geddes has been in Washington for more than a year, on leave with the WPA's Division of Social Research.

Schools and Studies—Teachers College, Columbia University, this year has developed its courses for the handicapped into a new department, Education for the Handicapped. Courses in teaching lip reading and a clinical course in survey of ear conditions are given by Estelle Samuelson and by Dr. W. P. Fowler, respectively, under the auspices of the New York League for the Hard of Hearing.

Expanding into larger quarters at 84 Exeter Street, the Boston University School of Religion and Social Work this year initiates the degree of doctor of social science (S. Sc. D.), on the Ph. D. level, requiring field work. Two years' graduate study, also including field work, will be required for the degree of master of science. Another new development this year is an institute of character adjustment, for therapeutic and prophylactic service among delinquents, with field work on long-time projects. Charles R. Zahniser is director of the division and professor of social science.

Now in Washington—A new instructor in public welfare at the School of Social Work of Catholic University is Monica L. Lyman, recently with the Iowa ERA. . . . Beatrice Kasdin has left the St. Louis ERA for a federal WPA administrative job. . . . Rose Rabinoff, from the New York City ERB, is now case supervisor at the Jewish Social Service Agency. . . . Now with the RA are Albert W. Boehringer, from the Virginia ERA and Robert Van Hyning from the Maryland Board of State Aid and Charities. . . . A newcomer with the juvenile court is Genevieve Gabower, from Chicago, supervisor of probation. . . . The Travelers' Aid Society has added to its staff Mary Ellen Henderson and Anne R. Dunlap, from the Virginia ERA, and Evelyn Conway, new to social work.

The U. S. Children's Bureau has announced the appointment of Elsa C. Castendyck, of Minneapolis, as director of the bureau's delinquency division.

One of Ours—Winthrop D. Lane is still considered practically one of the staff at *The Survey* where, in 1911, he began a decade or so of hard work at an editorial desk. He has gone far and fast, however, since he left us, most recently in New Jersey, where he has tackled one stiff job after another. He is now taking leave of absence from his regular post as director of the state's division of parole in the Department of Institutions and Agencies to head the New Jersey commission to investigate causes of delinquency.

News Notes—The New York City Welfare Council will begin 1937 with new quarters. After January 1, its address will be 44 East 23 Street. The council has been housed in the Russell Sage Annex for more than five years. Its new quarters will be larger, and will be shared with the Social Service Exchange.

Phillip L. Ketchum, former community chest executive in Omaha, who resigned to devote himself to writing, will have a novel published this winter by Crowell. . . . Paul Bliss, now in North Dakota, has issued his annual Christmas book of verse, with the title, The Rye Is the Sea.

Dr. Louis Robinson, chairman of the Pennsylvania Committee on Penal Affairs, and an active member of the Prison Industries Reorganization Administration since its beginning, has been appointed chairman of the administration, succeeding Judge Joseph N. Ulman, who asked to be relieved.

Recognition as trade unionists has been given to workers in New York's private social agencies with the grant of an AF of L charter to the Association of Federation Workers, originally an organization of rank and file workers in the New York Jewish Federation. The group's official title now is Social Service Employes Union, Local 20334, AF of L. All employes, professional and otherwise, in New York social agencies supported by private philanthropy are eligible.

Lawrence K. Frank, who resigned recently as associate director of education of the General Education Board of the Rockefeller Foundation, and is now assistant to the president of the Josiah Macy Jr. Foundation, has been elected to the board of Sarah Lawrence College.

Heading a citizens' committee of ten, Nicholas Murray Butler, president of Columbia University, will serve on the New York City World's Fair Commission.

A new address at 80 Federal Street, Boston, adjoining the quarters of the Community Federation, will be shared by the Council of Social Agencies, the Health League and the Hospital Council. "For the first time Boston has one central point to which the public may turn for service, information or participation in social and health work," the *Bulletin* of the Council points out.

Meetings—The American Orthopsychiatric Association will meet February 18-20, 1937, in New York City. . . . The National Council of Geography Teachers will meet in Syracuse, N. Y., December 29-30.

The National Student's Sociological Conference will hold its fifth annual meeting in Chicago December 28-29, in conjunction with the meeting of the American Sociological Society. Information from Wesley Miller, Miami University, Oxford, Ohio.

At the request of social workers in Westchester County, N. Y., the social service department of Grasslands Hospital is sponsoring a series of meetings on The Social Significance of Disease. The discussions aim "to explain the physician to the social worker and vice-versa, in connection with each of the major categories of illnesses."

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Book Reviews

"Against Crime"

YEARBOOK OF THE NATIONAL PROBATION ASSOCIATION, 1936. Edited by Marjorie Bell. Published by the Association. 432 pp. Price, cloth $1.75, paper $1.25, postpaid of *The Survey*.

THE papers given at the thirtieth annual meeting of the National Probation Association in Atlantic City last May are here offered as "current opinion on the treatment and prevention of delinquency and crime." They cover a wide range of subject matter grouped under such headings as: The Individual Approach to the Treatment of Delinquency, Children Under Federal Protection, Crime Control, Judicial Responsibility for Probation Standards, and Psychiatric Interpretation.

First in the volume are the eight addresses turning on the subject The Community Approach to Delinquency Prevention. These addresses emphasize at least two trends that have been developing during the depression period in the general area of social welfare. Greater emphasis is being placed on prevention of social maladjustments than was evident between 1914 and 1929. This is related to a second trend, that of an increased educational, interpretative program, plus a desire to discover and meet social needs on the basis of areas or regions. Neither of these trends is new to social work, but both have been given much greater attention through the coordinating council and similar movements.

The coordinating council movement is based fundamentally upon these newer concepts of the relation of social work to a community. Originating in the West, it has been interested primarily in the prevention of juvenile delinquency, but as these Atlantc City papers well indicate, that original concentration has been expanded in certain places to cover the entire field of child welfare; in others the program of the councils is almost identical with that of the council of social agencies. In fact, there are listed in the appended directory of coordinating councils the thirteen regional councils in New York City, nine of which were established before 1924, as well as the local council in Hartford, Conn., which developed from the recent Hartford survey.

Perhaps the most significant paper in the collection is that of Kenneth S. Beam, who has been studying the development of coordinating councils throughout the country for the National Probation Association. He emphasizes the results of this survey, with conclusions which well could be accepted as an outline for a textbook in social welfare organization. Mr. Beam suggests that for the successful development of a council, the sponsorship of "some well-known agency, public or private," is advisable. "Experience thus far would indicate that lay groups should not accept full responsibility for this type of work," in spite of the great assistance they have been in many areas in providing the initial organization. He has helpful suggestions also on the population area that a council might cover, on effective leadership, the time necessary to develop a really efficient program, and the circumstances under which a council might well stimulate agency activity rather than develop its own program of services.

The National Probation Association has done a service to social work organization in making these papers available, and especially in giving Mr. Beam the opportunity to summarize the results of the last few years of experience in this field.

WALTER W. PETTIT
New York School of Social Work

All Dressed Up

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK; ATLANTIC CITY 1936. Published for the Conference by the University of Chicago Press. 655 pp. Price $3 postpaid of *The Survey*.

WELL, well, well! A minor miracle!! Our honorable friend, "The Proceedings" has cast off its sober old maroon dress and its sober old typography, and in this, its sixty-third year, steps out like a debutante in tricky blue and tan binding and a bright modern type face—a volume that is a pleasure to the beholding as well as to the reading eye. The only earmark of dullness left is the title. Proceedings of the National Conference of Social Work is not, it must be admitted, provocative of reader interest. When some bright mind devises an engaging over-all title the last carping critic will be disarmed.

For the contents of the volume are not dull. The fifty-nine papers which the editorial committee has selected for inclusion all reflect the challenging quality of the Atlantic City conference. There is of course great diversity in the subject matter. What holds it all together and gives it pattern and cogency is that realistic forward thrust of thinking which stirred those who heard these papers at Atlantic City, as it will stir those who read them here.

Included in the volume is a portrait of the late J. Prentice Murphy, president-elect of the conference at the time of his death; a brief, eloquent tribute to his memory by the president, Msgr. Robert F. Keegan, and the record of his contribution, beginning in 1911, to the program and the committee work of the conference.

The editorial committee, Paul L. Benjamin, chairman, in its announcement of the Pugsley Award to Paul Kellogg for his paper, Employment Planning, said of it, "He presented a fearless and searching analysis of the conditions necessary 'to employ the tools of democracy.' His paper is written in the tough idiom of American speech. This is social work writing at its best."

GERTRUDE SPRINGER

Out of Introspection

SELF-CONSCIOUSNESS SELF-TREATED, by A. A. Roback. Sci-Art Publishers. 265 pp. Price $2.25 postpaid of *The Survey*.

AN expansion of an earlier edition entitled Self-Consciousness and Its Treatment, this book is designed to set forth, for the general reader with reasonable education, the basis of self-guidance out of the restrictive mazes of weedy introspection. Dr. Roback emphasizes the values of social evaluation, better self-understanding and reeducation of self in order to create a spirit that will feel at home in any social atmosphere.

Stress is placed upon the significance of self-occupation, the struggle for attainment, and a faith in one's self, founded upon the resolution to develop an attitude of social equality and power which is free from the unpleasant tension of self-depreciation. The book's potential field of success is limited by the number of intelligent persons who are capable of self-analysis, and able to synthesize all the old elements, together with a new organization of relationships, more favorable to personal development.

New York IRA S. WILE, M.D.

Man in His World

GEOGRAPHY—AN INTRODUCTION TO HUMAN ECOLOGY, by C. Langdon White and George T. Tenner, Appleton-Century. 790 pp. Price $4 postpaid of *The Survey*.

SEVERAL excellent textbooks have come from the pens of American geographers in the last few years, all designed for use in the "fundamentals course" in the first year of college. The objective of some authors is to tell how man uses his environment; of others, how he adjusts or adapts his economic activities or his behavior to his environment; or how he responds to his environment. Still another author takes for his goal "a study of the usual space relationships of phenomena on the face of the earth." To the practical teacher and still more practical student the form of organization in which the facts and principles are presented and the particu-

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lar brand of philosophy of geography that the author holds are of little import. They are asking for substance, not mere garnishments implied by titles and prefaces.

Geography—an Introduction to Human Ecology, is well conceived, well organized, and well written. Its contents are divided into ten parts. First the inevitable, The Nature and Scope of Geography, followed by chapters entitled The Climatic Factor, The Biotic Factor, The Physiographic Factor, The Mineral Factor, The Hydro Factor, The Special Factor, Geographic Units, and, finally, The Social Factor.

These chapter titles might indicate that the book treats largely of the physical side of geography or human ecology, that the environmental is deterministic; but such is not the case. The philosophy of human ecology, the behavior of man (in the broadest sense, not the Watsonian interpretation) in the complex, natural, social world is thoroughly discussed. The book is scholarly, scientific, and interestingly written.

This reviewer, however, has one question to raise, not on this book especially but on all of its sort. From the standpoint of the accepted educational philosophy, is it better to treat principles first and trust that years later the student will apply them; or would it be better to evolve principles out of specific situations? Experienced teachers, interested in educational diagnostics, realize that the great weakness of our teaching lies in the lack of ability of our graduates to apply their knowledge.

A. E. PARKINS
Peabody College, Nashville, Tenn.

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Plan for Health Teaching

HANDBOOK OF HEALTH EDUCATION: A GUIDE FOR TEACHERS IN RURAL SCHOOLS, edited by Ruth E. Grout. Doubleday, Doran. 298 pp. Price $1.80 postpaid of *The Survey.*

THE plan for health teaching here presented is based on the experiences over a four-year period, of teachers in Cattaraugus County, New York, in connection with the School Health Education Project, financed by the Milbank Fund.

The leaders and teachers who cooperated accepted the point of view that, "If health is to be learned through living, the living must be genuine, which means that it must be rooted in its own situation." Many of the activities described sought to improve conditions in some little red schoolhouse or other where drinking cups needed cleaner handling, where windows were nailed shut or in disrepair, or where noon lunches needed improvement. Other activities were aimed at more effective team play among homes, schools and community health agencies. More than a hundred teachers contributed the descriptions of actual classroom activities which are the basis of the proposed plan of health teaching, and give much of its vitality.

In general organization, the book is well adapted for use in rural schools, but its subject matter will be of great value to any worker in health education. Two main themes are treated, Growth, and A Healthy Individual in a Healthful Community. It is obvious that the experiment which produced this handbook was guided by sound, progressive educational principles, and that the health teaching program was rooted in the real needs of the school children and their communities.

MARION LERRIGO MCWILLIAMS
Larchmont, N. Y.

Expanded Horizons

OUT OF AFRICA, by Emory Ross. Friendship Press. 217 pp. Price $1 postpaid of *The Survey.*

A PREFACE TO RACIAL UNDERSTANDING, by Charles S. Johnson. Friendship Press. 206 pp. Price $1 postpaid of *The Survey.*

MISSIONARIES are learning how to write, and are finding more to write about. Compared with the "slush" with which church people used to be conditioned for generosity to missionary funds, the recent publications of the Missionary Education Movement at times are almost daring. One senses that the objective has changed from Christian giving to Christian living. The samples before us get down to real issues. They disclose economic relations that betray every humanitarian principle. They expand the horizons of those who have tried to be good neighbors without ever looking over the fence.

In Mr. Ross' book students of present-day world affairs will find useful first hand data to supplement their reading. People who have not yet given much thought to the matter will find it a challenging introduction to the subject of Africa's place in the modern world.

Mr. Johnson's Preface is highly competent and well arranged, covering an intricate subject without losing sight of the connections between Negro experiences and the factors in our general civilization which determine them. Without sitting too much on the fence the author adroitly avoids giving offence to that great majority of white Americans who are emerging only slowly from a traditional attitude of prejudice. Nevertheless may not the question be raised whether it is time to say frankly to our young people: "Times are too serious to concern ourselves with social distinctions that merely are carried over from a social system which we have

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left and to which we cannot return. Associate in your private life with whom you please; but, for Heaven's sake, don't complicate matters. And remember that we cannot get more social protection and opportunity for any of us so long as we are trying to keep some of us out of our share of security, education and jobs."—B. L.

Who Likes What?

JOB SATISFACTION, by Robert Hoppock. Harper. 303 pp. Price $3.50 postpaid of *The Survey*.

HOW well satisfied with their jobs are workers in general?

In seeking an answer to this question Dr. Hoppock employed two methods. To 500 teachers he submitted a job-satisfaction questionnaire. He then studied in detail the 100 best and 100 least satisfied teachers, with respect to age, sex, religion, emotional maladjustment, salaries, success, family influence and so on. As his second method he used experienced interviewers to question in more or less detail the workers of an entire community, New Hope, Pa. In selected cases, the Strong Vocational Interest Blank and the Otis S. A. Higher Intelligence test were used.

The author concludes that:

"Available evidence indicates that the proportion of workers who are dissatisfied with their jobs is probably less than a third. . . . Final determination of the exact proportion of dissatisfied persons cannot be expected until there is developed a valid technique of measurement which is independent of the worker's willingness and ability to tell the truth. . . . The evidence to date places a heavy burden of proof upon anyone who would defend the thesis that most persons are seriously dissatisfied with their jobs."

The author found from the New Hope data that:

"Fifteen percent did not like their jobs; 15 percent felt satisfied with them less than half the time; 24 percent would have liked to change both their jobs and their occupations; 16 percent disliked their jobs more than they thought other people disliked theirs; 9 percent were indifferent; the remainder (21 percent) indicated various degrees of liking or satisfaction."

This seems to the reviewer to disagree with the conclusion that less than a third were dissatisfied. If we add the 15 percent of avowedly dissatisfied individuals to the 24 percent who wished to change and the 16 percent who judged their dissatisfactions to be greater than that of most workers, we get a total of 55 percent. At the satisfied end of the scale, the author reports that 21 percent indicated various degrees of satisfaction. We may conclude that the remainder were indifferent or in a state of fluctuation.

This book reveals the difficulties encountered in attempting to find a figure which represents the amount of satisfaction and dissatisfaction among workers. However, it makes a real contribution in presenting some of the difficulties in an organized fashion as well as in presenting an interesting technique of investigation.

Teachers College ROY N. ANDERSON
Columbia University

What Is a Region?

REGIONAL PLANNING, by Karl B. Lohmann. Edwards Brothers. 143 pp. Price $4 postpaid of *The Survey*.

DURING the last six months we have had three reports on regional planning. The first, Regional Factors in National Planning, issued by the National Resources Committee, involved a consideration of what are called regional problems and the study of the three outstanding regional planning organizations, the Pacific Northwest, New England and TVA. The third report, issued last month, dealing with one particular region—the Pacific Northwest—was also issued by the National Resources Committee.

Karl B. Lohmann, professor of landscape architecture at the University of Illinois, and author of Principles of City Planning, in this volume (the second of the three) deals not with particular regional problems, but with the fundamental elements that underlie the

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planning of regions in general. An outline of factors to be considered in the development of a regional plan, it admirably supplements the two other volumes by discussing broadly those problems which they consider specifically.

Professor Lohmann's book is intentionally elementary in character since it is designed to be used as a text. In Chapter III he describes a number of regional units such as landscape topographic regions, agricultural regions, industrial and manufacturing regions, and so on. In other sections, the regions described are really metropolitan areas.

The book is copiously illustrated and is supplied with references on the subject matter of each chapter.

Chicago, Ill. WALTER H. BLUCHER

The "Hunch" Method

PREDICTING CRIMINALITY, by Ferris F. Laune. Northwestern University Press. 163 pp. Price $2.50 postpaid of *The Survey*.

AS indicated in the author's summary, the validity of this study is based on two premises: (1) the chief purpose of incarceration is rehabilitation of the individual delinquent and this rehabilitation can come only through transformation of the attitudes of the individual, and (2) the objective judgment of properly qualified inmates regarding the probability of success on parole of other inmates possesses some degree of validity.

In developing his thesis, Professor Laune first makes an extended study of inmates' "hunches" concerning the parolability of their fellow inmates, and tests the consistency of these "hunches" against a scoring of parole success for the same cases by the experience table developed by Prof. Ernest W. Burgess. By further extensive and elaborate analysis of inmates' "hunches," the author finally developed a questionnaire which he regards as an adequate yardstick for constructing an experience table to predict parole success. This table contains thirty-six of the fifty-four personal factors which appear to constitute the basis for inmates' "hunches" and shows a correlation of 0.48 with the original "hunch" scoring.

Predicting criminality represents a bold venture and, irrespective of how one may regard the merits of the undertaking, one cannot help being impressed with the vast amount of effort that has gone into this study. However, its scientific contribution is negligible. The author has lost himself in a mass of arduous tasks and has made numerous assumptions without full awareness of their implications. For instance, the correlation between the estimates of parolability by different inmate investigators and also between parolability and the scores obtained from the Burgess Experience Table could largely be accounted for on the basis of like-mindedness and the fact that in all probability the inmates were familiar with the Burgess study and their opinions were colored by it. The essential element underlying correlation is overlapping. Therefore, in highly skewed distributions, such as one is likely to encounter with respect to parole success, high coefficients of correlation may be obtained spuriously.

One of Professor Laune's criticisms of Burgess' scale is that the scale lacks dynamic elements. The final questionnaire which he developed is equally conspicuous in this lack.

In any event, for prediction purposes the original low correlation of 0.38 should have indicated to the author that no great reliance could be placed on the questionnaire; and his later dropping out of items to boost artificially the apparent association, is utterly unjustifiable and methodologically unsound. Throughout the entire work the author shows a naive and implicit faith in statistical techniques which are hardly suited to his problem. Aside from these specific charges, it is questionable just how effectively a paper-and-pencil test could be used for any length of time in a prison where the inmates are vitally interested in the results. There is no question that after a short time standard answers would be developed by inmates so that the actual scores of the test would not be at all indicative of reactions of inmates taking the test.

BARKEV S. SANDERS

Department of Justice
Washington, D. C.

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Readers Write

Confusion in the Court

TO THE EDITOR: The progress, relatively slow, of putting into operation the aid to dependent children provisions of the Social Security Act has occasioned considerable discussion.

The chief difficulty, analysis shows, arises from the way this type of public assistance developed in the United States. Early legislation granting aid to dependent children was enacted as "widows' pension" laws, chiefly in jurisdictions where juvenile courts were established under acts relating to neglected, dependent or delinquent children. To cope with the problem of dependency was seen as one means of preventing delinquency.

In states where the juvenile court idea did not keep pace with the mothers' pension idea, petitions in behalf of dependent children to the administrators of the poor laws usually involved commitment of the child to the mother, a relative or a board of guardians as a substitute to commitment to an institution. (Oliver Twist may be regarded as a sort of ancestor of dependent children.) Another development was non-support legislation which authorized commitment of the defaulting father to public work and payment by the court of an allowance to the mother.

Viewpoints resulting from such beginnings are confused and anomalous in regard to the character of the public service performed in aiding dependent children and the proper agency to handle such cases.

The Social Security Act requires that a state plan, to be approved for a federal grant, shall be mandatory upon the political subdivisions of a state, if administered by them, and that a single state agency shall supervise the administration.

As a matter of legal theory, juvenile courts do not fall easily, any more than do other branches of the judiciary, under the supervision of an administrative agency. The theory of separation of powers is not a mere abstraction when courts invoke it. Yet as long as juvenile courts exist will they not have to say something about some of the public assistance going to certain dependent children within their jurisdiction? And may it not be asked by social workers, as well as by lawyers, whether a judicial character is projected to all cases of dependency by the mere exercise of these tribunals of judicial functions in cases brought within their jurisdiction as courts, in which the granting of public assistance may be an incident—as for instance cases involving delinquency, custody, paternity? It may be asked further, when commissioners or supervisors in some counties have been authorized by a law creating juvenile courts in other counties, to make payments for dependent children, whether the same service was judicial when performed by the courts, and administrative when performed across the line in the adjoining county by administrative officers? Finally, is it desirable and practicable that the juvenile courts altogether discontinue granting aid to dependent children?

It seems to the writer that there should be a realistic facing of these questions by lawyers and law officers, by juvenile courts, welfare officers and social workers laboring with them. The gains that have been made for dependent children under the Social Security Act are great, but they will not be fully realized until these problems concerning administration of state laws are faced for solution. SUE S. WHITE

Office of General Counsel
Social Security Board

Never Too Late

TO THE EDITOR: This is somewhat tardy, but I have meant for a long time to tell you how much it means to our workers, especially those working single handed in isolated counties, to find comment in *The Survey* on the Kansas relief program and especially on county and district activities. The publication of the skit, Not So Old As Some [see *The Survey*, July 1936, page 203] written by a group of our county poor commissioners, gave us a real lift, a sense of professional belonging and of professional recognition. Our workers have carried on under extremely difficult conditions, always so hard pressed that they were never able to do all the things they wanted and knew how to do. It has been gratifying to them to find their efforts recognized in their own professional journal.

Executive Assistant MARY SMITH
Kansas Emergency Relief Committee

It Takes Time

TO THE EDITOR: The article, Vistas for Volunteer Programs, by Ruth Hyde Harvie in the October issue of *The Survey*, offers a challenge to social agencies using volunteers.

In my own agency I am trying to consider all four of the roles for volunteers mentioned by Mrs. Harvie. I do, however, recognize the fact that the immediate aim of an agency is to carry out its program as well as possible. The chief difficulty in realizing the immediate aim and at the same time working toward the more ambitious future is that executives of social agencies have so little time to educate and supervise volunteers, but when time can be spent it is well worth while. Perhaps the most satisfactory way is to take one volunteer at a time for intensive training and interpretation, though this is a slow process for building up a corps.

Another solution would be a full time or in a small agency a part time paid person in charge of volunteers—someone thoroughly familiar with the work of the agency and convinced of the values inherent in the use of volunteers. Lack of money is a difficulty here of course but I believe that results would more than justify the investment.

I, personally, am much indebted to Mrs. Harvie for her challenge.

Superintendent RUTH COON
New Jersey Orthopaedic Hospital and Dispensary, Orange, N. J.

Spartans By Choice

TO THE EDITOR: In his letter, Pay for Spartans, in the October *Midmonthly Survey*, A. Arthur Charous of Chicago seems to confuse the responsibilities of camp staff, full time, trained people, their pay commensurate with their duties, with those of camp counselors. During the twenty years I have conducted summer camps I have known hundreds of counselors who were delighted with the opportunity for experience which the camp afforded. Applicants generally are one or another of two types of young people: those anxious to add practical experience to their theoretical education in definite lines; those who, working their way through college, turn to camp counseling as a way to earn their keep during the summer as well as to gain change of scene and occupation.

In my organization it costs about $35 a month to support a counselor, this including his transportation to and from camp. So the agency is really paying considerably more than $5 a month for service performed. At the same time it is giving training and experience to young people who, if my twenty years' experience indicates anything, find it valuable.

I do not quite see the logic in comparing what the CCC pays its boys and what private social agencies pay their camp counselors. The many differences all along the line seem to me to invalidate comparison.

JOHN C. NEUBAUER

Managing Director
San Francisco Boys Club, Inc.

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